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ABSTRACT

This manual presents ideas, techniques, strategies, and suggestions for those interested in creating interagency programs and planning development of Community Service Centers. Chapter 1 overviews linkages leading to formation of Community Service Centers. It considers motivation, levels of interagency linkages, and interagency opportunities for secondary and elementary schools. Chapter 2 is devoted to organizing for desired change in a community. It includes ideas for personal plans and identification and engagement of allies. Chapter 3 discusses developing plans and strategies for change. Participative decision making techniques for reaching consensus are discussed as are strategies for dealing with bureaucracies and reaching understandings to bind participating agencies to a course of action. Chapter 4 focuses on obstacles to creating linkages and methods to avoid or overcome them. Chapters 5 and 6 address spatial arrangements, management and operation of community service centers, and other considerations for dealing with facility factors and building management. The focus of chapter 7 is key questions and factors to monitor to ensure success. Chapter 8 contains information about places where interagency projects and community centers have been initiated. Reference materials and agencies for further assistance are identified. (YLB)

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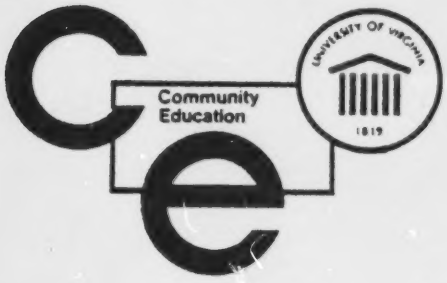
ED208169

DEVELOPING, MANAGING AND OPERATING

COMMUNITY SERVICE CENTERS

by

Joseph Ringers, Jr.



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PREFACE

This manual is one of the products resulting from a project funded by the Governor's Employment and Training Council which was designed to facilitate the development of local support networks for the delivery of comprehensive human services. The project focused on the development of plans for the utilization of public secondary schools to serve as local delivery sites to enhance the service capabilities of community service agencies.

The project was developed in response to a need identified by CETA. Previous experience, studies, and activities funded by CETA supported the fact that obstacles continue to impede the establishment of productive working relationships between CETA and educational agencies and institutions. The findings also indicated a need to determine common goals and commitments between CETA, educational agencies and institutions, and other human service delivery agencies as well as a need to strengthen the communication process between them.

Eight selected sites in Virginia received technical assistance in:

* developing a local plan for coordinating comprehensive human services delivered from a secondary school site by a combination of local, public and private agencies;
* developing staffing plans and training for the administration and coordination of a local human services network;
* designing a management plan and identifying funding options and resources;
* identifying opportunities for co-location, co-programming, and collaboration among agencies; and
* providing awareness sessions on community education and interagency coordination.

A culminating activity of the project was a three-day cooperative community planning workshop conducted to:

* provide opportunities for project sites in Virginia to share plans and concerns for improving cooperative relations between public schools, human service agencies and CETA;
* increase understanding of cooperative community planning techniques; and
* draft individual plans which will enhance the development of community service centers.

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Chapter I

AN OVERVIEW OF LINKING

Every person has unique qualities and needs, but few can exist in isolation from others. Individuals form into groups to gain greater security, to achieve more satisfactory results, and to contribute to or receive mutual support for individual or collective goals. Groups form into communities for similar reasons. The segmented functions of communities are performed by agencies--some are subdivisions of government and others are purposeful groups formed by advocates of various interests of individuals. This process transforms individuals into units which survive independently of others so long as there is no need to seek security, obtain better results, or enter into mutual support relationships. When any of these motivations becomes evident, the climate for interagency relationships improves. This publication will provide some insights on a variety of interagency linkages, how they came about, what obstacles must be surmounted, how they may become institutionalized, and how they can lead to the formation of Community Service Centers.

A Community Service Center is a public building, usually a school, where community residents of all ages can receive essential community services such as education, social, health, and leisure programs at times when they are needed or desired. It is also a place where individuals can share ideas and help each other to make their community a better place to live.

Each participating agency in a Community Service Center learns more about the other agencies' strengths and needs. Each has the opportunity to share resources such as equipment, staff, information, and material. Each agency is likely to gain through this mutual support arrangement.

MOTIVATIONS

Interagency projects, including Community Service Centers, are systems which link community agencies into more effective and economical delivery systems. They allow for the coordination of efforts and services of individual agencies. They need not threaten existing agencies although some change inevitably results from the activities. The ultimate goal of interagency projects is the establishment of a Community Service Center where agencies may find it easier to communicate, cooperate, collaborate, and develop other supporting arrangements. The Center should also provide a place for the community members to engage with other members of the community, to find solutions to social problems or needs, and to allow each person to make a meaningful contribution to community life. There are many reasons why agencies join in a Community Service Center. Among them are:

- Combining essential community services at one location can conserve the energy required of participants to receive the services as well as the energy required to operate several community service buildings.
- Sharing unused school space due to declining pupil enrollment may result in shared operating costs and a lower cost for each agency.
- Having CETA and other agencies in school buildings brings the classroom

closer to the workplace and encourages more support from the business community to the schools.

- Co-locating services in Community Service Centers provides the opportunity for enrichment of all participating programs through cooperative efforts.
- Providing many community services at one location expands the role of the school as a full-service community resource and encourages more community residents to support the operation and maintenance of that building.

What are some of the conditions which may indicate a need to consider linking various community agencies, or to establish Community Service Centers in order to consolidate necessary service delivery systems? The following chart will illustrate some of the conditions which brought other communities to this decision.

READINESS FOR INTERAGENCY LINKAGES AND COMMUNITY SERVICE CENTERS

ECONOMIC CONDITIONS

.... Job market shrinking in the community
.... Taxpayer resistance to capital projects
.... Taxpayer resistance to annual budgets
.... Costs rising faster than tax base
.... Capital assets in need of major expenditures
.... Inability to attract and hold necessary personnel
.... Service areas expanding more rapidly than resources can be applied
.... Advancing technology results in equipment obsolescence
.... Major layoff in community
.... Government cutbacks in funding (reduced subsidies)
.... Large industry moves in (or out) of the community
.... Rising energy costs

SOCIAL CONDITIONS

.... School populations decreasing
.... Aged populations increasing
.... People with special needs more numerous
.... New minorities settling in the community
.... More children from homes in which both parents need to work, and child care is required
.... More children from single parent families
.... New social attitudes bring about need for more or different human services
.... Rising crime and vandalism

SPECIAL CIRCUMSTANCES

.... Population shifts due to urban renewal
.... Major highways or other construction divides population or causes it to shift
.... Major land use changes cause population shifts
.... Natural disaster destroys or seriously damages existing service centers
.... Advocacy groups become powerful and demand changes in human service systems

AD HOC BEGINNINGS

In every group or agency (which terms will be considered synonymous) there are persons who are seeking change, and who look outside the agency to achieve that modification. These persons often create *ad hoc* (informal) *arrangements* to achieve their purposes; this is the first level of interagency linkages. Ad hoc designs are accomplished through a willing trade of values between individuals, and they result in very subtle changes in the function and structure of their agency. Persons who engage in ad hoc arrangements usually are operating personnel and occasionally mid-level management personnel of the agency. They are persons who have recognized a need or an opportunity, and have seized upon a way to achieve results at little or no risk to their own situation. They are persons who will be important to their own organization and to the common good when other changes are considered. They will have demonstrated that they have the necessary attitudes to consider change and will be in a position to assess the risks and gains which may result from interagency partnerships.

AD HOC ARRANGEMENTS USUALLY ARE:

Designed to improve a specific work situation.

The result of one individual's ingenuity to take advantage of a particular opportunity or need.

Informal arrangements which do not change institutional goals or directions.

Small steps toward the solution of a larger problem.

Cooperative arrangements between individuals to improve the situation of each with little or no loss or risk.

The result of casual communication activities.

At the operating level of agency personnel.

NETWORKING–THE NEXT LEVEL

As the ad hoc arrangements grow stronger and are successful, the concept will attract the attention of other members of the agency staff. If agency personnel and clients recognize improved service levels from the arrangements, advocates for the concept will begin to identify further opportunities to expand that type of activity. The concept will begin to receive attention at the departmental level of the agency, and the effectiveness of the arrangement will be examined. As departmental linkages are created, more formal structures are established.

Often the first formal recognition of interagency linkages takes the form of *networking.* Networking is the process of establishing communication systems to exchange information about the structure, services, capacity, and areas of interest of participating agencies. This process may result in an information and referral system to provide the best service to the client regardless of how or where their needs are recognized. A sample agreement establishing a network for social services follows:

June 3, 1976–Arlington Interagency Meeting

Attendance: Richard Blocker–Schools
Tom Geib–Mental Health
Ray Goodwin–Social Services
Marvin Hendrick–Courts

We have agreed to establish procedures and arrive at decisions resolving mutual service delivery issues within the limits of available resources.

It is our intention to provide a forum for coordination of services of the various agencies for Arlington children and youth. In this way we can minimize delays or interruptions in interagency services. The following basic purposes are identified:

1. To facilitate communication and understanding.
2. To anticipate community problems and issues and plan for them.
3. To provide a vehicle for joint planning and program development.
4. To review and develop policies and procedures enhancing service activities.
5. To provide a forum for decision-making in areas affecting multi-agency activities.

We propose to meet monthly for the next three months and after that on a quarterly or an on-call basis.

Groups involved in networking frequently take on the responsibility for creating a directory of available services within a community. The process of compiling this directory brings into focus the various interest areas of the agencies being surveyed with the result that duplication and overlap is recognized. This becomes an opportunity for the involved agencies to consider basic changes in their services so that the agency which is best able to deliver the duplicated service is assigned that domain by the network agencies. This allows the other agencies to improve or enlarge a different area of service by using the resources which are no longer needed for the transferred service area. During the process of defining the "turf" or "domain" of the participating agencies, there will be opportunities for coordinated planning. The understandings reached in network activities are recorded in memoranda of understanding which document the agreements reached by the participating agencies. They are simple administrative statements which serve to record what the need was, what commitments were made, and who the communicators or linkers will be to see that the compact is honored. Compromose is an important strategy in networking.

NETWORKING IS

An interagency communication system to coordinate activities.

A forum to consider mutual support arrangements.

A process to consolidate or unify human service delivery systems.

An information and referral system to assist those with needs for service.

A means of consolidating resources.

An opportunity to redirect resources to improve or expand services.

A forum to anticipate future community needs or opportunities.

A structure for joint planning and program development.

PROGRAM COORDINATION

As services are required in communities, agencies are established to provide those services. At that time it appears that one more block of a well-coordinated system of services is being put in place. From that time forward, and often without being recognized by agency personnel and governing officials, changes occur and clients notice that the overall system is not synchronized as well as it might be. Each agency finds the need for procedures which are slightly different from those of other agencies. Each agency restricts its services to a special segment of the population or to particular needs of the general population. Each agency uses different means of communicating with the general or special populations and language differences arise. Each agency is located at a different place in the community. Each agency is faced with the need (because of lack of full funding) to restrict the extent to which it can provide service, the nature or number of clients it can service, and the time periods and extent of time it can operate. Each of these conditions has a tendency to destroy the unity of the overall system of community human services of which it is a part. In addition, legislation imposes restrictions within which each agency must operate, and those restrictions tend to discourage the expansion of service capability. For example, the "privacy of information" legislation places severe limitations upon the sharing of client information between agencies. The strict interpretation of authority of school systems discourages the extension of services to school children beyond school hours. Vesting title to school buildings in the hands of school boards provides an obstacle to the use of these buildings for non-school community purposes even though they are under-used or vacant at times.

INTERAGENCY LINKAGE LEVELS

Level	Decision Point	Form of Agreement	Created by:
Ad hoc	Staff	Informal	Inducement–values traded willingly
Networking	Department	Informal/Formal	Inducements
Program Coordination	Administrative	Formal	Compromise–settlement of differences

Networking is one example of interagency relationship which will tend to produce program coordination. More formal arrangements, such as departmental agreements or policy statements are required when coordination takes the form of program responsibility or area exchanges, combined funding for joint programs, exchanges or loans of resources (personnel, equipment or facilities), joint tenancy or ownership of property or buildings, or assuming joint responsibility to address individual problems as facets of a larger problem. While such agreements may be developed by agency personnel, it is advisable to have them reviewed both by the policy board of the agency and legal counsel to reduce risk or to determine if other action is required before implementation.

THE AGREEMENT MAY INCLUDE . . .

–How and why program was developed (the whereas's)

–What the merger is expected to accomplish

–How it will function

–What special rights, responsibilities or restrictions are agreed

–What powers and responsibilities are delegated

–What financial arrangements will support program

–What management arrangements will govern the program

–How differences will be resolved

–What is the projected life of project and how it may be terminated

COMMUNITY SERVICE CENTERS

Community Service Centers are places where many necessary community human services are co-located at one location. In larger communities, the Community Service Centers will house satellite activities of the larger agencies, but in smaller communities it may be the single place in which all or most of the human service agencies function. It should not serve merely as space in which agency personnel perform their functions, but it should be administered and physically arranged to promote the coordination of the various programs and services offered to the community. Programs located there should be relevant to the neighborhood in which it is located. Clients should find it convenient to reach and it should satisfy several of their needs with a minimum of effort or time.

Each Center will be different from all others since its programs will vary according to the needs of that community, the different mix of participating agencies, the environment (legal and other) at the time it is established, and the mission it is expected to accomplish. One thing which all should provide is a coordinated information system of the several agencies in order to maximize the service capability of the agencies and to minimize the demands on the client wishing to use the Center.

Schools are logical locations for Community Service Centers whether they are designed to accommodate multiple services or whether they are modified when space becomes available because of declining pupil enrollment. Schools serve a major function in each community. Their location is convenient to reach by most persons including non-patrons of the educational programs. The school plant is a major public investment of tax monies, and has the capacity for longer periods of service than any educational program requires.

There are obstacles, real and imagined, for the use of school buildings for non-school programs, but there are also significant gains to be realized by the educational program and the community when schools become multi-service centers responding to the present needs of the community. Careful planning should include participative decision making procedures which permit members of the community to reach consensus on its values and to develop policy statements which recognize the values, goals and priorities of the total community.

POLICY STATEMENT ELEMENTS

I. Policy–A brief summary of the intent and limits which the governing body will tolerate with respect to an item of concern. The language should be brief but clear since different parties will have different backgrounds and different motives when they attempt to resolve the concerns through the policy statements.

II. References–Citations of pertinent laws and opinions should be listed as well as cross-referencing to related policy statements or regulatory writings.

III. Procedures–The steps necessary to honor the policy. A script format is helpful; the responsible party is listed on one side of the sheet, and the actions required (in sequence) are shown opposite the responsible party.

The creation of a Community Service Center is a complicated and ambitious undertaking. It requires skills and knowledge which can be gained through less ambitious interagency linkages. Smaller projects should be attempted in order to test the compatability of the potential partners, to experience the sacrifices and gains which may be expected, and to condition operation staffs with new ways of working within the linkage mechanisms. This may create a better climate for cooperation, and provide an opportunity to measure the attitude of all those affected by the programs–the clients, the operating staffs, the administrators and managers, the elected officials, the community-at-large, the neighbors, existing advocate groups, and others.

ITEMS TO BE CONSIDERED IN POLICY STATEMENTS TO ESTABLISH AND OPERATE COMMUNITY SERVICE CENTERS

Objectives – What is to be accomplished (purposes).

References – Legal authority and/or constraints. Prior relevant actions or projects.

Governance – Organization chart and limits of authority.

Operational matters – Management, administration staffing, programming.

Financial – Budget preparation and approval procedures. Source of funds. Authority to spend; authority to revise allocations.

The following is a sample policy statement:

OFFICE OF THE SUPERINTENDENT
Arlington Public Schools

ASD 40-9.3
Rev. Feb. 1979

UTILIZATION AND DISPOSITION OF REAL PROPERTY

I. Policy

The School Board shall retain title to all buildings and grounds in or on which schools are conducted.

When a school property is surplus to the current day school educational programs, further utilization or disposition of the property will be made as follows (in order of priority):

1. Authorize use for other school programs or for the support services of the school system.

2. Permit use for other Arlington County governmental purposes on an interim use permit basis when the School Board determines that there is a reasonable short-term expectation that future school programs may require the property; (Ref: Code of Virginia, Sec. 22-164, 22-164.1, 22-164.2; ASD 50-6.3 and 6.3.1, Use of School Facilities).

3. Authorize other Arlington County governmental agencies to occupy (but without transfer of ownership) the facility on a long-term basis with the stipulation that the property be returned to School Board control upon request within a pre-determined period; (Ref: ASD 50-6.3 and 6.3.1, Use of School Facilities and Sec. 22-161, 22-164, 22-164.1 and 22-161, Code of Virginia).

4. Transfer of ownership to the Arlington County government for other County purposes including private sale when both the School and County Boards determine that disposal of the property is in the best public interest; (Ref: Sec 15.1-262 and 22-161, Code of Virginia).

5. Lease space or property to private organizations or individuals (Ref: Sec. 22-161 of the Code of Virginia). Only organizations and individuals who are subject to the laws of the United States, Virginia, and Arlington County shall be considered for lease arrangements. All space-sharing agreements should contain a clause providing for the future imposition of such restrictions on the use of space as might be deemed necessary to prevent interference with the K-12 educational program. The School Board's judgment shall be final with regard to the acceptance or rejection of any application for space-sharing.

II. Procedures

1. *To consider and authorize use for other school purposes or support services or leasing to private organizations or individuals.*

   A. The Superintendent will announce the availability of the building, giving a description of its characteristics and the point at which it will become available, to all program directors. Along with the announcement will be an invitation for them to develop proposals for the use of the building. The proposal should contain: a description of the need; a cost-benefit analysis of the proposal; the source of additional funds needed, if any; impact on existing building use; target date for occupation; any other supporting information likely to be helpful.

   B. Civic Associations and PTA's in the area of a potential lease arrangement shall be notified of the pending lease, and shall be allowed time to respond to the School Board. The principal of any school for which shared use is proposed shall review the use application and submit proposed restrictions on the shared use. Factors to consider:

   —are there any significant problems or hardships created by the proposed use of the school not likely to be resolved by current procedures or to resolve themselves in a reasonable length of time?

—would the proposed space use provide services to the schools which would assist or enhance academic learning, real world learning, or social-psychological development of school age students in Arlington?

C. The proposals will be examined by the Superintendent and his staff. The following guidelines will be used in this examination:

1) To what extent will the use of the building facilitate the achievement of the objectives of the school system and of the program?

2) From a multi-year perspective, is this building the one most likely to meet the needs of the program or are there others that are or may become available?

3) Does the proposed use and the cost thereof have an acceptable impact on the school budget?

4) Do the benefits projected justify the cost?

5) Will the community likely understand and support the proposed use?

D. After the Superintendent and the staff have completed the examination, the results of this examination and the recommended disposition of the building will be forwarded to the Board.

E. Yearly consideration shall be given by the Superintendent to the following and he may make recommendations as necessary for School Board action:

1) Amount of unused school space and the appropriateness of promoting use of school space by others in the community.

2) Amount of time spent by educational staff in administering the non-school use of school space and any resulting loss in efficiency of educational program.

3) The appropriateness of reorganizing the administrative staff to provide for a designated property manager over the use of schools by the community.

F. The School Board shall direct the staff to prepare annually a cost projection for the shared use of the space, including amortization of capital as well as maintenance costs. The School Board shall retain the option to subsidize a socially desirable program through a reduction in fees.

G. Each application for the lease of space shall be considered individually and on its own merits. Any applicant for space who applies to the Board for a reduced rental rate shall, at the pleasure of the Board, file a full accounting of the financial status of that organization.

H. Priority consideration shall be given by the School Board to the following: (Priority may take the form of choosing between applicants for the same space, or it may take the form of reductions in the amount of rent charged.)

a) Day Care Centers (for the young, elderly or handicapped).

b) Services to the surrounding community.

2. *To consider short-term use for other Arlington County government purposes.*

   A. The Superintendent of Schools shall determine when, for a short term, a school property will not be needed for school purposes and certify such to the School Board with a recommendation that other Arlington County government agencies by invited to utilize the property.

   B. After authorization by the School Board, the Superintendent shall invite the County Manager to identify appropriate candidates for space.

   C. Prior to occupancy of the property for other County purposes, the Superintendent and Manager shall propose a use agreement which stipulates the conditions of the use, including responsibilities of each party. Such an agreement may be approved by both the Superintendent and Manager unless the School Board otherwise stipulates.

3. *To consider long-term use for other County government purposes.*

   Same procedure will be followed as for short-term, except that the School and County Boards must execute the use agreement described in 2-C above.

4. *To consider transfer of ownership of property to the Arlington County Board.*

   Each situation will be reviewed individually by the School Board and the course of action should be reached through discussions with the County Board.

SCHOOLS AS COMMUNITY CENTERS

When a school is identified as a logical location for the Community Service Center, the school administrator must consider what impact this may have on the educational program which is the first responsibility of the school system. The administrator must consider both positive and negative factors before determining what position to take on the issue. Among the questions which must be considered are the following:

SCHOOL ADMINISTRATOR'S DECISION MAKING GUIDE FOR INTERAGENCY LINKAGES

	Yes	No
Are there school needs which might be satisfied through linkages?		
–added learning experiences		
–volunteer and other resource personnel		
–cost sharing for major items		
–become energy efficient		
–cost sharing for overhead items (utilities, operating personnel, maintenance, etc.)		
–expert assistance with non-instructional matters		
–political support		
Would there be any significant problems which could not be resolved within a reasonable amount of time with a reasonable amount of effort?		
–staff acceptance or retraining		
–program interrelationships		

	Yes	No
–space assignments		
–arrangements for sharing equipment and special spaces		
–administrative control		
–housekeeping and managerial arrangements		
–legal, liability, financial requirements		
–political interests		
–turfism		
Does this present a significant opportunity to become a partner in community development through:		
–coordinated planning efforts		
–conservation of community resources		
–opportunities to improve or expand necessary services		
–providing coordinated lifelong occupational and career training and retraining, and job re-entry skill development		
–reducing overall costs for necessary community services		
Would this be helpful to public educational programs through:		
–closer relationships between the general and educational communities		
–improved coordination with other human service agencies programs		
–improved communication with other segments of the community		
–easier accessibility of school buildings for other community purposes		
–conservation of limited educational funding		

MAKING THE DECISION

There are special reasons and conditions which encourage the formation of interagency linkages. The decision to engage in ad hoc relationships usually is made by operating personnel of the various agencies who recognize that their performance would be more effective, their burden somewhat relieved, their clients more satisfied, or their mission accomplished with a lowered investment of resources. Ad hoc arrangements are "soft" in that they require no formal action to be instituted and they can be terminated at any time by any of the parties. The decision to act or not to act with respect to ad hoc arrangements usually rests with one person or a very small number of individuals. Ad hoc arrangements are very fragile. Having been created for a particular purpose, they depend upon the continued interest of key individuals. When staff changes occur, ad hoc arrangements could be suspended.

Decisions to engage in more formal arrangements are considered decisions by groups of persons at various levels. In the fields of human services those groups of persons often include clients and other lay persons who are affected by or concerned with the affected programs. Inclusion of non-agency and often non-planning type individuals does change the decision making criteria. The cost-benefit analysis may be concerned less with the economic efficiency of the proposed project and more with the relevance, value, and efficiency of the services to be delivered to clients. While the resulting project which joins the abilities of several agencies will result in a project which is more cost effective, frequently it will increase the quality of service with the result that costs may increase in order to gain greater benefits or serve more clients. Involvement in the planning process by lay persons and persons from non-planning type occupations in several agencies results in a process known as participative decision making or PDM. PDM produces results which are more effective and more acceptable to the community than individual planning efforts or planning which takes place in isolation from the community.

PARTICIPATIVE DECISION MAKING

Planning is simply a reasonably organized procedure to reach a desired goal. It is a continuous process which is employed to deal with pressing current problems or to anticipate and to cope with future problems. The process may be performed by professional planners or managers using sophisticated techniques or it may be done through "participative planning" whereby professionals and non-professionals interact in the various aspects of the planning process.

Community planning requires participative planning in order to be effective. Every community decision is a compromise, and may favor one section of the community over another. Planning activities should provide opportunities for community involvement in order that community goals, values, and priorities can be determined and separated from individual or special group goals, values and priorities. Participative decision making permits the use of the wide variety of skills and expertise which may exist within the group.

An example of a "charge" or assignment given to a participative planning group (a committee composed of citizens) follows.

ARLINGTON PUBLIC SCHOOLS
Options for School Space Committee

Charge

When school buildings or parts of school buildings become excess to the current school program, the School Board has invited other County governmental agencies to utilize the facilities, or in some cases has transferred facilities to the control of the County Board. In addition, community organizations use facilities for short terms via the rental permit policy.

There are some non-governmental programs which appear to be complementary to regular school programs and which also have needs for space. At present there are no guidelines for handling requests of these programs.

It is proposed that a citizens committee be formed to consider the following question(s) and to recommend guidelines for each.

Questions

1)	Present Role	Should the School Board continue its present practice of considering individually each lease or joint occupancy arrangement and continue to restrict such arrangements to other governmental agencies?
2)	School Board as Landlords	Should the School Board act as a lessor to permit other governmental agencies, non-profit organizations and/or organizations for profit to utilize portions or parcels of school property? (Code of Va., Sec. 22-161).

3)	Youth Serving Agency Leases	Should the School Board permit youth-serving agencies (non-profit or profit-making) to lease available public school spaces? (Code of Va., Sec. 22-161).
4)	Enlarge Role of School Board	Should role of the School Board be expanded into additional service areas for developing human resources by extending use of resources and assuming program responsibilities? (May require legislative action).
5)	Make Schools Tenants	Should the School Board discharge its responsibility "to provide for the erecting, furnishing and equipping of necessary school buildings and appurtenances and the maintenance thereof," (Code of Va., Sec. 22-72) by conveying all school property to the County Board of Supervisors and leasing back from the County Board or lease from other owners, only such space as is needed for school purposes on a 3-5 year term basis (under provisions of Code of Va., Sec. 22-161)?
6)	Amalgamate Human Service Agencies	Should a more comprehensive human resources unit be developed to include education with other community service agencies? (May require legislative action).

The committee will be encouraged to hold hearings or conduct other procedures which will enable it to develop a report and guidelines which should include:

—A means of identifying available space and making it known to prospective users.

—A procedure for applying for space.

—Guidelines for prioritizing applicants.

—Relationships with existing school programs.

—School services and resources which may be extended to successful applicants.

—Restrictions to be imposed on space users.

—Procedures for resolving conflicts during the lease period.

—Means of determining fees or costs.

—Other appropriate findings and recommendations.

—Budgetary and accounting procedures which will display revenue and costs of leasing (as lessee or lessor).

The benefits derived from involving the community in the planning processes are manifold. It

–promotes more effective and creative or novel linkages of existing resources;
–engenders pride of participation which fosters support of the affected programs;
–provides opportunity for administrators to be accessible, human and responsive;
–educates participants;
–creates a pool of communicators and resource people for the project;
–eases community tensions and feelings of powerlessness;
–establishes a sense of community, creates the "we-did-it-ourselves" pride in the project;
–fosters interaction between effective administrators and staff and involved community members;
–may identify future staff and volunteers for the completed project;
–aids in prioritizing community needs;
–creates a forum for resolving differences;
–raises the overall public image of the agency.

An example of a product of the Participative Decision Making process which involved members of the community considering alternative use of surplus school space follows:

ARLINGTON PUBLIC SCHOOLS

TASK FORCE ON USE OF GUNSTON JUNIOR HIGH SCHOOL
AND STRATFORD JUNIOR HIGH SCHOOL FACILITIES

January 31, 1978

CRITERIA GOVERNING FUTURE USE OF BUILDINGS

The Task Force has considered the School Boards' policy statement entitled "Utilization and Disposition of Real Property," adopted in June 1976, and the "Guidelines for Multi-Use of School Buildings," adopted by the School Board on May 19, 1977. Our recommendations are consistent with these policy statements.

The Task Force has *unanimously* concluded that the following specific criteria must govern how both Gunston and Stratford facilities should be used, assuming that either or both of them are not to be used as junior high schools subsequent to June 1978.

–That both school buildings continue to be used primarily for educational purposes;

–That any use of the buildings and surrounding grounds involve no more than a *de minimis* adverse impact upon the community;

–That no user of the facilities be permitted to rely on off-premises parking, encroach upon the surrounding playing fields or require any undue expansion of parking facilities;

–That there should be no major structural changes in either building;

–That existing recreational uses of both facilities be retained;

–That the net adverse financial impact to the County resulting from the use of these facilities should be minimized.

As contained in the Final Report to the Arlington County School Board.

SOME INTERAGENCY PROGRAM OPPORTUNITIES FOR SECONDARY SCHOOLS

A. With Colleges

1. Arrange for colleges to teach courses for advanced secondary students as well as opening the enrollment to other interested adults and community members. Students can gain college and high school credits. Community would have conveniently located college credit day classes.

2. Transport students to college campus for concurrent enrollment. Helps advanced students gain college credits early and at lower cost.

3. Arrange exchange teaching opportunities with college. Each staff would be enriched by experience. School staff might earn graduate credits.

4. Encourage colleges to provide service to your school with college students in community service programs.

5. Meet to coordinate adult education with continuing education offerings to avoid duplication and reduce competition.

6. Develop a child care, child growth and development course; include development of a child care center; give prime focus to caring for the children of mothers who attend nearby colleges.

7. Share facilities and equipment—transport students and/or equipment to the location which has the necessary resources—minimize costs.

8. Arrange alternative education program using college extension service correspondence courses.

B. With Social Service Agencies

1. Set up a planning committee of representatives from social services, schools, and juvenile court to consider individual student or family problems. Attempt to develop a unified program for these referrals, to identify specific roles for each agency, and to provide for a method of follow-up in each case. This provides basis for other relationships between agencies.

2. Provide space for senior citizen program (gain volunteers, charge rent, support for school lunch) spaces for meetings, counseling, social activities. Support senior nutrition program usually sponsored by social service agency.

3. Work with social services, Red Cross, and health agencies to develop a program for pregnant teenagers and their infants.

4. Cooperate with social service agencies in setting up crisis programs for youth and their families.

5. Provide space and service for day camps for retarded and handicapped in cooperation with social service agencies.

6. Jointly develop parent education courses for both new parents and those who need help with the child-raising responsibility.

C. **With Law Enforcement Agencies**

1. Arrange occasional interagency staff meetings or workshops with judges, probation officers, police, health and welfare agencies and school staff to discuss common concerns and develop mutually beneficial co-op programs.

2. Permit the courts to identify one of your staff members counselor (while on your staff) to supervise youth on probation for school related offenses and who are in attendance at school.

3. As a cooperative venture with the court, operate an educational program at the court group foster homes.

4. Utilize police or court staff as instructors or lecturers in your career education program.

D. **With Recreation and Parks**

1. Provide space and other benefits to Recreation Department in exchange for providing noon-time programs for your students and assistance with the physical education program—or extra-curricular sports—or intramurals.

2. Sharing of staff, equipment and space reduces costs to both agencies.

3. Cooperative staffing arrangements may see recreators serving both school and community programs in the schoolhouse during the day—assistance with lunchroom, playground, and open periods may be attractive to school administrators.

4. Coordinate school sports program with the Recreation Department sports schedules so that you are not competing for athletes, fields or spectators.

5. Propose joint development and maintenance of outdoor school facilities by the Park Division for use after school hours. Additional game field facilities, tennis courts, basketball courts and ball diamonds may result.

6. Enter a joint use agreement to provide use of schools, park and recreation facilities by opposite agencies at no cost on a secondary priority basis.

7. Adopt similar regulations for tennis courts whether they belong to schools or Recreation Department. Have Recreation Department regulate non-school use.

8. Have school lands written into mini-bike and parking ordinances to permit Police Department to regulate traffic and use.

9. See if Parks or Recreation is interested in lighting your game fields, tennis and basketball courts in exchange for non-school use or control. They may even pay the power costs.

E. **Miscellaneous**

1. Offer the State Employment Service space in a school and receive better service for your students, including adult education.

2. Arrange community service projects for students and establish means of granting credit for work done in lieu of formal classes.

3. Provide space for cultural organization to establish centers for meetings and display of their work or collections.

4. Offer surplus equipment without cost to any other agency prior to disposed by sale or trade-in and ask for some benefits.

5. If another agency has money for a building program, see if that center can be joined to a school for mutual advantages. If you are seeking a grant, invite the school to be a partner in the proposal.

6. Arrange open shop programs permitting community to use automotive and industrial arts labs for repair of passenger cars, small appliances and household items without cost. Staff with school instructors who are paid by Recreation Department, or set fee through Adult Education.

7. Combine security systems monitoring schools, recreation, health, library buildings and other public buildings. School Facility Department maintains with direct phone connection to the Police Department which responds to alarms. Reduces or eliminates need for watchmen.

8. Cooperative work experience projects:

   a) with area Board of Realtors to cooperate on a house restoration project;

   b) with local historical society in restoring historical buildings;

   c) with business community to revitalize a commercial area through brick sidewalks, planters, benches and related work;

   d) with local hospital to provide cooperative practical nurse training program;

   e) with banking, retailing and real estate associations to coordinate training opportunities in the business community.

9. Establish rental policies to permit any community organization to use school spaces--civic associations, youth groups, and PTAs are not charged if building is staffed.

10. See if developer is interested in improving school grounds to showcase neighboring real estate market.

11. Ask Chamber of Commerce to solicit gifts of cash, merchandise or "industrial waste" to schools as tax write-off.

F. **Fee Programs**

1. Offer day care programs for preschoolers on a fee basis, and work this into lab situation for home economics for boys and girls.

2. Open low enrollment classes to adults on a space-available basis. Consider charging, if necessary, adult education fees, but recognize the high potential for community relations improvement. Specify that school students' needs to take priority.

SOME INTERAGENCY PROGRAM OPPORTUNITIES IN ELEMENTARY SCHOOLS

	Colleges	Community Groups	Courts or Police	Extension Service	Public Library	Red Cross, Y's, etc.	Recreation and Parks	Social Service Agencies
Parent education including child growth and development	x	x		x			x	
Day care space		x				x	x	x
Day care training program		x						x
Day camps (vacations) for handicapped		x					x	x
Crisis programs/shelters, furniture or clothing banks		x	x			x		x
Youth resource offices; bicycle safety, etc.			x					
Student/family problem coordination			x					x
Senior nutrition and counseling		x		x			x	x
Senior day care	x	x		x		x	x	x
Senior craft center—and toy factory		x		x			x	x
Toy library		x			x		x	
Extended day program for school-age children of working parents	x	x					x	x
Volunteer aides	x	x						
Exchange teaching	x							
Practice teaching (plus other child-serving occupations)	x							
Foreign language instruction (kids and adults)	x	x						
Career education	x	x						
Share space, equipment, or staff	x	x		x	x		x	x
Use of buildings after hours	x	x		x			x	
Joint development/maintenance of school and park lands		x					x	
Grounds improvement with neighbors		x		x			x	
Community gardents		x		x				

HOW TO CREATE LINKAGES

The balance of this publication will present ideas, techniques, strategies, and suggestions which have been found useful by those interested in creating interagency programs and planning the development of Community Service Centers. The matters presented will be applicable whether one is interested in the first level of interagency relationships which may include establishing communication linkages between key persons in each agency, cross-agency advisory board plans, informations and referral systems, etc., or the more formal arrangements which include service and resource exchanges, co-programming or program consolidations, as well as the ultimate: combined service centers.

Chapter II, *Organizing for Change*, will be devoted to ideas for accelerating desired change in a community. It will include ideas for personal plans; the identification and engagement of allies to assist with the venture; strategies for the formation of advisory groups and governance arrangements which will help to maintain the relevance and effectivenesses of the programs. Some attention will be given to the political action (non-partisan) which must be utilized to strengthen the necessary power bases for change.

Chapter III, *Planning for Change*, will be assigned to the development of plans and strategies for getting started. Attention will be given to the development of plans for planning and plans for action. Participative decision making techniques for reaching consensus will be discussed along with the strategies necessary to deal with the various bureaucracies and to reach understandings which will bind the participating agencies to a course of action.

Chapter IV, *Resolving Problems*, will focus on obstacles which must be overcome in the process of creating linkages. The kinds of problems to be anticipated and methods of avoiding or overcoming them will be discussed. Factors leading to the success of community service centers will be identified as well.

Chapter V, *The Community Service Center Building*, and Chapter VI, *Managing the Community Service Center*, will address the spatial arrangements, management, and operation of community service centers and other consideration for dealing with facility factors and building management.

Chapter VII, *Key Elements for Success with Community Service Centers*, will focus on a review of the key questions and concerns related to the overall development of Community Service Centers. And, finally, Chapter VIII, *Where to Find More Help*, will contain information about specific places where interagency projects and community centers have been initiated. In addition, reference materials and agencies will be identified which can provide further assistance to those interested in these concepts.

Chapter II

ORGANIZING FOR CHANGE

Change is always taking place yet those who would accelerate the rate of change or work for particular types of change are often criticized. Part of their problem is that they work individually to bring about changes, or work in groups where there is not a clear understanding of why the change is necessary, what the options are, what could happen if no effort is made to select a particular change and what impact each option for change may have. Change need not be a radical process or alternative for agency programs. It can be a process in which the problem is identified, the options are analyzed from more than one viewpoint, and the decisions are made in an environment which recognizes the impact on various segments of the community.

THE CHANGE PROCESS

Individual problems can become community problems, but organizations or agencies are frequently slow in responding to the needs of individuals. There are the restrictions within which agencies and bureaucrats have to operate. Change is usually a "top-down" process—a reaction to an external stimulus. The very nature of agencies and organizations discourage innovation; routines, adherence to rigid policies, and fear of risk-taking tend to make bureaucrats creatures of habit. Opportunities should be provided for change agents to introduce ideas from any point in the system. There are persons at every level of our society who have the qualities necessary to become change agents. They are persons who believe that things could be better even though others may be satisfied with the way things are. They are persons who are convinced that ordinary methods are ineffective and are willing to attempt new ones. They are able to generate a multitude of solutions for the problems which they recognize or take advantage of the opportunities which they see. They are hard workers who are able to cope with the frustration of not finding rapid acceptance of their ideas. These persons are potential change agents and frequently set out to help groups to bring about change by serving as informal organizers or enablers. The following chart describes a scenario which envisions opportunities for change agents (enablers) to enter the system from any point and to have proposals for change considered in an orderly fashion leaving the ultimate decision to the official decision makers.

CHANGE CYCLE

PRINCIPAL ACTORS	ACTIVITIES
Enabler	Recognizes problem or opportunity. Makes personal decision to attempt change.
Enabler and colleagues	Analyze the problem or opportunity. Makes group decision to attempt change. Assembles an advocacy team or support base.
Advocacy Team	Gathers and analyzes data relevant to the issue. Analyzes the need for change by asking these questions: 1. Where are we?

PRINCIPAL ACTORS	ACTIVITIES
	2. Where do we seem to be heading? 3. What alternatives are available? 4. Where do we want to go? 5. How can we get there?
Participative Decision Making group—operators, governing body, patrons (PDMs).	Considers needs in terms of community goals and objectives. Considers options. Reaches consensus on group values. Develops criteria for evaluating options. Evaluates and ranks options.
Task Force of PDMs	Campaigns to have decision makers accept selected option.
Decision Makers	Authorize change.
Staff	Implements change.
PDMs	Measure effectiveness.
Decision Makers	Make modifications as required. Recycle process to maintain effectiveness.

Generally, the goal of change agents in such a process is to seek the combination or interrelation of dissimilar services or systems into new arrangements and forms which are more responsive to current or projected needs. Usually the results of such activities are not radical but modest changes. The results obtained, however, generally are more acceptable to those who are affected by the change.

DEVELOPING PERSONAL PLANS

Each of us can bring about change, but most of us wonder why "they" don't do something about a particular situation. We say "they" to indicate dependence upon some leadership. Leadership, however, is a quality which is in each of us. Leadership knows no universal qualities except that it results when the right person at the right time under the right condition is willing to be a risk-taker. A person may be the leader in a neighborhood project, but that person may not be the one most of us would select to lead us in a legislative battle to have laws amended to serve us better. This is to suggest that each of us has the capacity to provide leadership at different stages or under various conditions of a campaign to bring about changes in which we are interested. Each person has a role to play and each should develop a personal plan in order to prepare for that role.

Recognizing Needs or Opportunities

There are many situations in our daily lives which could be better. We are stimulated by circumstances which affect us or those who are close to us. We are concerned when actions are taken which are not consistent with our values. We are influenced by the achievements of others which come to our attention through our contacts or readings. We are motivated by personal ambition or a desire to correct an imbalance. Whatever the stimulation, it is not

until the discontent or desire for change becomes strong that we face the decision of whether or not to act to bring about change.

PERSONAL MOTIVATIONS FOR SEEKING CHANGE

- Stimulation by beliefs, or values.
- The correlation of certain happenings at particular times.
- An inborn desire for activity, or a desire for change.
- Personal ambition, or the influence of supervisors.
- Influence of literature, conferences or other experiences.
- Competition, or reaction to competition.
- Results of conflict.
- A natural development from activities or pressures from supervisors or those served.
- A desire to correct an imbalance or to improve a situation.
- A felt need to cope with conditions.
- Expedience—to avoid some other change.
- Discontent with present circumstances.
- Result of leadership (own or others) activities.
- Mandate—from outside sources.
- Economic need.
- Scarcity of resources.

Conceiving and Evaluating Options

When we reach the decision to act to bring about change, we begin to conceive and consider options to the present circumstances. This decision may be conditioned by how we view the problem, opportunity, or circumstances. We may be overwhelmed with its size or complexity of the action needed to change it. If so, we should be reminded of the wisdom which concludes that any problem can be solved if it is broken into its component parts and each dealt with separately. We must conceive of options for dealing with the several components and evaluate each option in terms of our personal biases as well as the common good. We must develop criteria to select goals we wish to achieve and for which we will commit our energies and resources.

Devising Strategies

Just as it is necessary to dissect the problem into manageable parts for analysis, it is also necessary to divide a selected goal into intermediate goals. The intermediate goals will indicate some sort of time line which will be required to achieve the main goal. It will also provide some insight into the kinds of persons whose help will be needed because of special skills (political, financial, administrative, communicating, etc.) which they possess. At this point, it will be necessary to involve other persons as a team. It will be necessary for the members of that team to begin at "square one" and take the steps similar to those that are taken by the initiator of action: identify the need or opportunity, conceive and evaluate options for attacking the problem; clarify the issues; gain consensus within the group relative to the issues; and devise a plan or strategy for dealing with the problem.

HOW TO CHALLENGE FOR CHANGE

Be an effective group member—ask questions, seek clarification, be willing to take risks.

Convene a group to discuss community needs or conditions.

Be a matchmaker—encourage alliances of service providers, link people with similar values and/or goals.

Challenge others to aspire to new levels or different arrangements.

Encourage inspection of the achievements of others.

Communicate—share concerns.

Identify a need and offer a viable solution.

Decision Making Process

The decision making process will be both a personal one and a group process. Each person must consider the limits within which an acceptable decision may be reached. Small groups can listen to the rationale of individual members and can reach a consensus on which solutions are acceptable. Consensus does not require that all persons be completely satisfied with the group position. It does require that individual members are not in direct opposition to that position. This process and every group decision is one of compromise. It is one which requires tolerable limits which each group member can accept even though it may not be the preferred solution for that member. One positive result of processes which attempt to reach consensus is that group members are exposed to different values and priorities, and tend to be more tolerant of those who may have views opposite to their own. The decision making process involves dividing the problem into manageable parts; clarifying individual or group criteria for comparing potential consequences of the problems and the relative merits of various solutions; and reaching agreement on the range of solutions which would be acceptable.

DECISION MAKING STEPS

1. Identify the problem or opportunity .....

   .....

2. Consider the factors which cause this problem or opportunity

   a. .....

   b. .....

   etc.

3. Seek relevant information sources to conceive alternatives

   a. .....

   b. .....

   etc.

4. Determine rationale for making choices

   a. What we are trying to accomplish

      .....

b. What sacrifices we are willing to make to accomplish this

.....

c. What limits we can tolerate (alternative solutions)

.....

5. What alternatives are acceptable

a. .....

b. .....

etc.

6. What rules we will follow for ranking the alternatives

Reach consensus on group values.

7. Process: Many fine processes are available to aid individuals and groups to reach consensus on priorities and values. Each requires full and frank discussion between and among the group participants. Most require that individuals first establish their own positions, and then participate in group activities which lead to a consensus. Consensus means that a good, firm agreement is reached that may not provide 100% of the expectations of each member of the group, but no necessary member of the group will be complete dissatisfied.

The following illustrates one method of developing priorities through consensus.

Leadership notes: Developing priorities

(Preceding 3.3)

The community needs survey summary (3.2) is the starting place for identifying a set of priority needs. It lets you know which needs individuals in the community feel are most important.

As a practical matter, you probably cannot meet all the needs identified as important to community residents. On the other hand, you do not want to limit yourselves to needs which got the highest number of total votes—there are probably needs that are important to small segments of the community which you will want to meet. (For example, day care service may be used by a small number of families, but may be important to provide.) If your survey was quite broad, not all needs will fall within the scope of the goals of your planning effort. (If you are planning for community reuse of a surplus school, you don't want to tackle the need for better sewers.)

The survey you took was a poll of individuals. Now you must develop consensus about priority community needs, through discussion, debate, and compromise. Team members must understand why needs that may not be personally important are important to others; what they mean to people who ranked them highly.

First, agree on a set of criteria, or reasons, for weeding out some needs and selecting others. Criteria may be based on economics, urgency

or longevity of need, anticipated community support, and so on. Use 3.3 to arrive at a set of criteria.

Then apply the criteria to each of the highly ranked needs. Several techniques may be helpful in structuring your deliberations. Follow the basic strategy suggested for achieving consensus—working individually, as small groups, and finally as larger groups. (Refer back to Leadership Notes "Achieving Consensus" in Stage 1.)

Techniques

1. Use a form, such as 3.4, to rate needs according to agreed-upon criteria—use the form first by individuals, then by small groups. Report small group answers and take an average.

You may vary the complexity of the rating scale. You may use a simple yes/no (1/0) scale, or a uniform scale of 1 to 5, or a weighted scale with some criteria worth up to 5 points, others up to 10 or 20. When small groups report to the large group they may report ratings for each criterion, or give a total number of points arrived at by adding up the points achieved under each criterion.

2. You may enlarge a chart such as 3.4 so that it is big enough to cover a table, around which a small group can work. You can give each group a limited number of tokens, such as poker chips to place on the board and rate the needs. The advantage of this as a technique is that people can easily see how the ratings are going, and can move tokens around. It is a more visible way of reaching the same results as 1. above and encourages discussion. You may require each group to report at least one top priority (or two or three) and, by limiting the number of tokens, force decisions.

Remember, you are trying to end up with a *set* of priority needs which you will attempt to meet. The exact ranking of needs is not important—whether a need is #2 or #3 doesn't really matter. Neither is the number of priority needs important, although the number has to be workable. (If you end up with 20 or 30 priority needs, you haven't identified *priorities*.)

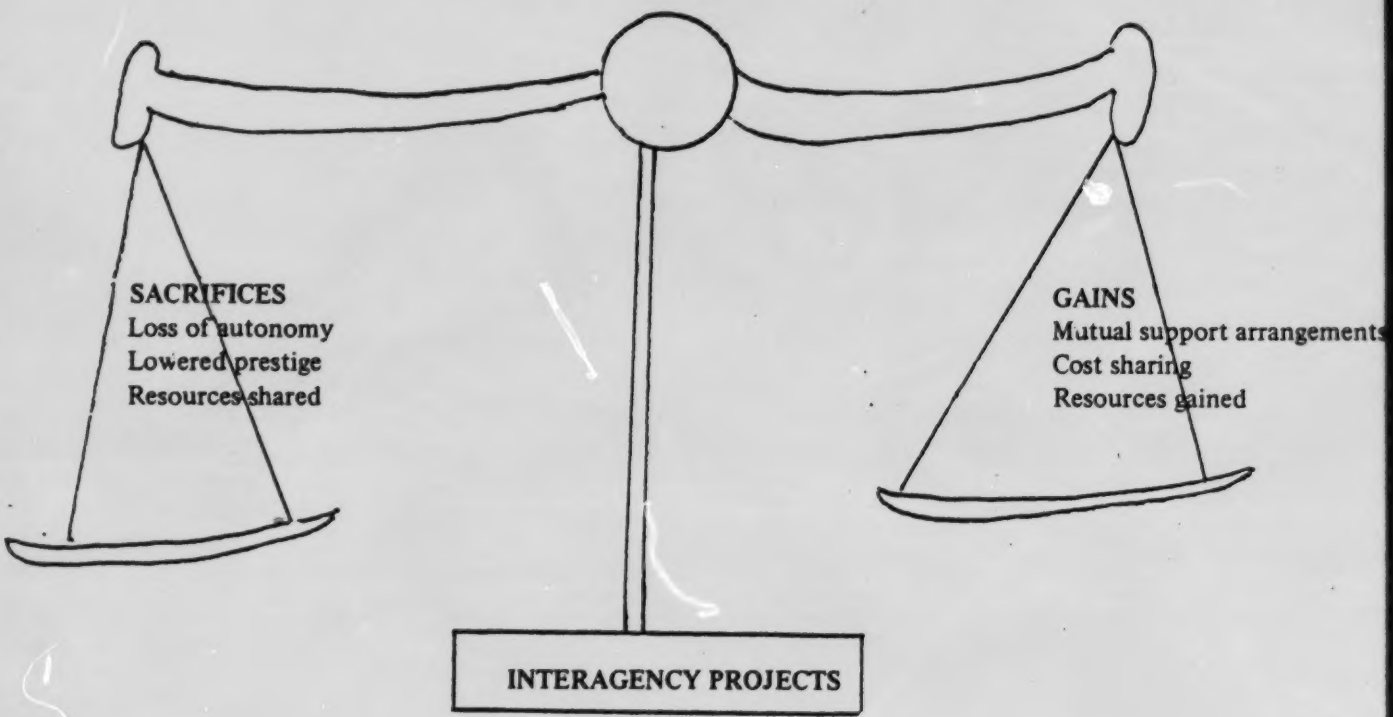
You will probably find from your rankings that there is a natural break point between the top 4 or 5 or 6 and the rest. Some needs may be priorities for the long range, but not for immediate consideration; others may be priorities if certain conditions are met. So, you will end up with three categories to enter on the summary chart (3.5): immediate priorities, conditional priorities, and long range priorities.

Report on your final set of priority needs to the general public, to organizations and governing boards. Be clear about the criteria used, and reasons for eliminating needs which might have been highly ranked on the survey, but are not in the end considered priorities. Be sure you have agreement on the set of identified priority needs before you go further.

SOURCE: *Community Planning Assistance Kit.* Educational Facilities Laboratories and Council of Educational Facility Planners, February, 1980.

AGENCY ACTION

Agencies which consider joining with other agencies have to make sacrifices in order to reap the gains of cooperative or collaborative actions. The decision makers in each agency must consider how highly they value or prize those sacrifices which they will have to make and whether or not the gains to be secured are sufficient to overcome the loss in autonomy, the lessening of prestige, or the resource to be contributed in the interagency project. Very simply, the agency personnel will have to weight the pros and cons as follows:



CULTIVATING ALLIES

Most individuals do not have the power to create institutional changes. Groups of individuals are needed to have the impact necessary to bring about change. Individuals who want to see changes come about must become leaders and form a team which will plan a strategy to influence decision makers to institute the desired change. There are several ways that allies may be cultivated. One is to seek supporters through informal associations which permit the sharing of ideas for change to which others may subscribe. When one joins such an association, however, that person must be willing to make other contributions to that group in order to earn the support for desired projects. This process of "horse-trading" is carried on at all stages of life; "you do for me, I will do for you." It requires active participation on the part of all who would earn chits (vouchers for small favors) which can be called in when appropriate. This process helps one to learn and appreciate the interests of others, and it provides opportunities for the sharing of concerns and learning more about the values which each individual or group may hold.

By participating in community group activities, one begins to learn who are the movers and shakers of community life and which persons have access to individuals who may be in positions important to the project. It is important to find a way to bring many allies to the team to perform the various tasks necessary to move the project forward. Some of the team members may be able to relate to other persons who need not be on the team but who may be of help to the project because of the positions which they hold. One of the early activities should be the identification of "who knows who" in the power structure of the community. This may be done with a simple questionnaire which brings out the possible associations (professional, personal, social, political, religious, and other relationships) which group members may have with those who are important to the project. Also, it may be accomplished by talking with people at popular places frequented by the power structure; e.g., churches, libraries, clubs, associations, etc. Team members who have contacts with the power structure can develop linkages between the project and the power group member by recalling other associations.

It is not essential for initial contacts to be made through top echelon persons to form effective relationships between agencies. Strong relationships are formed when they are founded upon the success of smaller linkages which do not threaten an agency. These are brought about by smaller projects instituted by lower level persons. They establish a climate of trust upon which larger projects will be formed more easily. Therefore, allies should be cultivated at all levels. All those who have a desire to help should be members of the team. Those who will be needed but are not interested initially may be influenced to provide their support when original team members call in chits or recall other associations in which they have enjoyed a mutual relationship.

When sufficient interest and dedication is demonstrated by one individual, others will align themselves with that person in order to reach the objective which will resolve the problem they are facing. It is important to communicate with peers; to communicate with those who deliver services to let them know that improvements are being sought; and to communicate with the decision makers to indicate interest in resolving the problems; communicate, *communicate*, COMMUNICATE.

PERSONAL PLAN TO BRING ABOUT CHANGE

1. RECOGNIZE OPPORTUNITY/NEED
2. CONCEIVE OPTIONS
3. EVALUATE OPTIONS
4. SELECT GOAL AND INTERMEDIATE GOALS

GROUP PLAN–Repeats steps one through four and continues:

5. ASSEMBLE TEAM
   - CLARIFY GOALS
   - ASSIGN ROLES
   - EVALUATE OPTIONS
   - REACH CONSENSUS
   - DEVISE A STRATEGY

6. ANNOUNCE PLAN

7. POLITICAL ACTION to influence decision makers

8. SECURE RESOURCES to activate the project or program

9. IMPLEMENT project or program

10. EVALUATE - MODIFY as necessary

POLITICAL ACTION

Political action as used in this publication is the process of influencing those in power to shift resources to support different community priorities. The individuals or agencies seeking to bring about this shift must exert power. Politics relates to many things besides partisan (party) politics.

DEFINITIONS OF POLITICS

Activities of a political party or parties.

Struggle to gain and maintain power.

Pressure group activities.

Government institutions, structures and actions.

Policy and policy-making processes.

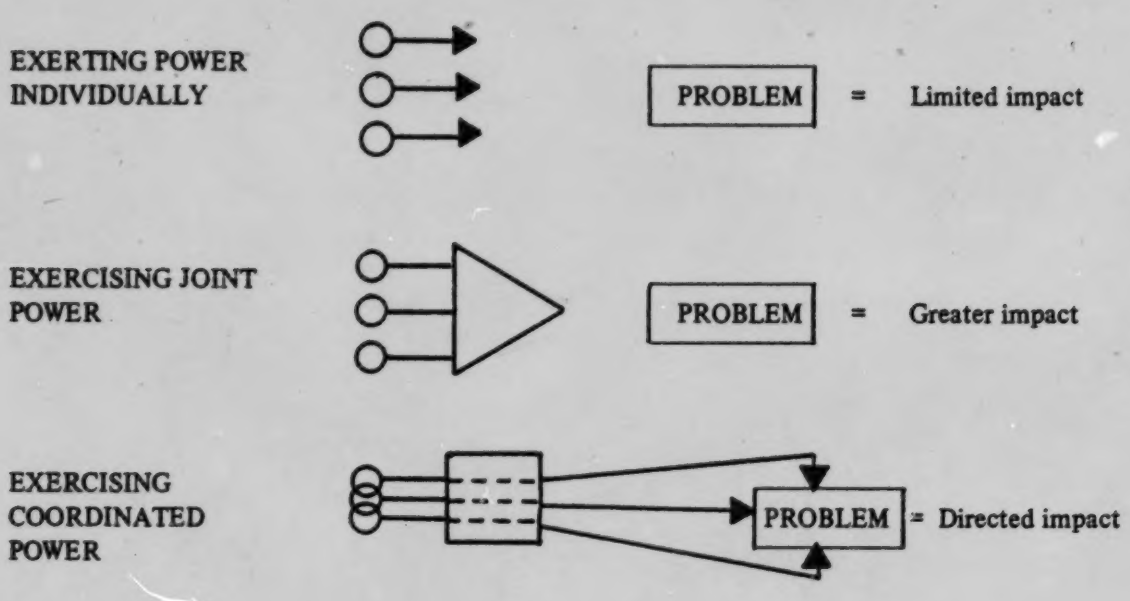
Attempts to influence others.

Decision making processes.

Influencing voting behavior.

Decisions about the distribution of community resources.

Elected officials have power by reason of their official status. Those who are not elected officials seek ways to develop power to have an impact on the elected officials. Some individuals may have power by reason of their wealth (especially if they are supporters of political campaigns), or by reason of their economic importance to the community (business persons who have economic control over large numbers of persons who respond to signals from the business person), or by reason of their status in community groups (clergymen, officers of civic associations, etc.). Similarly, individual agencies have different levels of power in a community for similar reasons—they control resources which many persons in the community seek to use or they serve larger groups of politically active persons. Each of these individuals and agencies can exercise power in several ways. They can exert their power as individuals or jointly; they can attempt to have impact for an individually conceived purpose or they can merge their concerns with those of others and provide a unified base from which to exert their power.



The next step will be to determine what support will be required in order for the venture or political action to succeed. This will be determined in part by judgments about what resources or qualities are possessed by candidate-agencies or persons, and in part by what is needed to attack the power base in order for the mission to be successful. This requires answers to two questions: Who or where is "the power," and who has access to or the contacts necessary to influence the power base? There are many techniques for finding the power structure in a community. One method involves questioning active community members regarding their impressions about who or where the power is to be found. Comparing the results of this survey, one can narrow down the opinions about where the power is located. Another method is to search documents (newspapers, minutes, voting records, etc.) relating to public actions to find the names that surface on important issues to the community. Having made tentative judgments about the power base (and one should not expect to find a conclusive answer to this question since there are many power bases in a community depending upon the issues to be resolved), the next task is to determine how to make contact with those who have the power. It is at this stage that the backgrounds of "allies" and workers for the cause become important in order to find who has business contacts, political contacts, social contacts, and personal contacts with those who possess the power which is needed to be harnessed to meet the goals of the project.

Armed with a knowledge of the attributes of the team members, tactics can be devised for those persons to establish contact with the power base. This contact may be to gain their support for the project or merely to acquaint them with the proposal. As this is accomplished, a strategy must be devised for the campaign to have the project considered and ultimately approved by those who have the power to make decisions in the area affected by the project.

SUMMARY

The change process may start at top levels and be implemented at lower levels in an organization, but changes which may result in interagency projects such as the development

of a Community Service Center are usually initiated at some intermediate or lower level or even outside the bureaucratic structure of the involved agencies. The change process involves a variety of actors at different stages of the course of action. The change process starts with one person regardless of that person's station in an agency or in the community. The effective change agent is able to recognize needs or opportunities and then to convince others to become allies in the plan to cope with the need or opportunity that will enable a community to become a better place in which to live and to work. An individual must be able to convince others to sacrifice personal goals for community gains by reaching a consensus of the common gains which are important for that community. The individual and the agency which seek to have community resources divided in ways different from the usual are change agents and must use political power to achieve their purposes.

Chapter III

PLANNING FOR CHANGE

Planning is any organized procedure to reach a particular goal. Planning is performed consciously and unconsciously by individuals, and regularly by organizations. The planning process may be simple or very sophisticated. Often there are combinations of planning at work in groups where individuals are following their own plans in addition to those of the group. Planning for interagency projects and Community Service Centers is a combination of planning for the project, for the individual groups or agencies involved, and for the individuals who are participating in the planning activities. In these cases planning becomes a set of strategies: action toward the set goal, reactions expected from those affected, and the alternative actions to achieve compromise with those who are necessary to the success of the project. While this may sound very complicated, all it is really saying is that planning for interagency projects and Community Service Centers should be flexible enough to permit such deviations as are necessary to expand the base of support for the goal set by the group. Every decision is a compromise; each decision tests the tolerance level of the participants; decisions are reached somewhere in the middle ground (within the tolerance level of each). No agency is a solid winner in an interagency project; no large gains are attempted or won. Every plan developed for interagency projects should allow sufficient room for adjustments to be made which will permit the participating partners to make their contributions and develop their logic for making sacrifices in order to participate in the larger gains which the interagency project or Community Service Center will provide to the community. Group planning is a rational decision making process which allows the members to work toward a common goal well within the constraints and expectations of each group with minimum sacrifices by each and acceptable gain for the members.

PLANS FOR PLANNING

Planning activities for interagency projects such as Community Service Centers brings different disciplines together and also involves different strata from the community. These persons not only have not worked together before but also have different backgrounds and training. While each participating agency may have a very sophisticated planning system, it is very likely that there will be differences in the planning methodologies. This, together with the fact that citizens likely to be involved in the process may not have participated in formal planning procedures, requires that agreement be reached upon a "plan for planning." The plan for planning is reaching a consensus about the elements and structure for planning for action. The plan for planning will be the initial effort to reach group consensus on the goals. It will result in clearly assigned responsibilities to perform certain functions during the planning process, and the establishment of timelines so that the various components of the plans may be welded together as a unified whole. The result of this activity to develop a plan for planning will be that group members will have a better understanding of what are to be the goals for the project, how much time and effort will be required to achieve those goals, and what level of commitment each agency and individual will make to the project. The plan for planning may be transmitted for consideration by the decision makers of the several involved agencies and by the community as a whole. The decision makers may be requested to indicate their willingness for a plan for action to be developed.

ELEMENTS CONSIDERED IN

THE PLAN FOR PLANNING

The charge to be given the planning group:

The functions required, scope, limits, and authority.

Information bases already in existence and to be developed.

Communication opportunities for staff, other groups or agencies, and community.

Leadership planning--natural leadership vs. assigned leadership.

Timelines to be achieved.

Product expected from the planning group.

Division of responsibilities.

Mechanics for resolving problems: divisions within group; dissidents' participation in activities.

Resources required for planning--staff, funds, space, equipment.

Meeting times, places and formats--convenience for participants.

Assurance of adequate representation of those to be involved in the project.

Planning Groups

The initial team of allies which is formed to bring about change is only one of the planning groups which will be involved in the process of developing interagency programs leading to the establishment of Community Centers. While the initial group may consist only of *advocates* for a particular cause, subsequent groups may be composed of both advocates and those who have interests which would be affected by the proposal under consideration. Some of the types of planning groups which may be used are:

Alliance--a union of existing groups or agencies which is formed to serve a common interest.

Task force--a temporary group appointed to accomplish a particular purpose within a given time.

Committee--a group designated to study and report on some matter (may be referred to as ad hoc, study, or advisory).

Commission--a more permanent group established to perform a function as an agent of the appointing authority with such powers as the appointing authority delegants.

It can be seen that these groups function at different levels (some have powers and others do not; some are temporary and others are permanent). Each may be composed of persons who have widely different skills and interests but who were selected to fulfill a particular role in the group. Therefore, they must be given a clear "charge" or charter which delineates what the mission is for the group, what authority they may be granted, what

products or results are expected of them, and the duration of the group. The charge may also specify the relationship which the group is expected to maintain with either the appointing body or the operating agency in which it will function. This charge may be as simple as a verbal understanding between the parties, as in the case of the team of allies which are to initiate some action, or it may be as formal as a local ordinance. Generally the method of operation is left to the group; selection of leadership may or may not be left to the discretion of the group, depending upon the wishes of the appointing body.

THE CHARGE

A charge is given to a group to communicate "why" it was chosen, "what" it is expected to do, under what "constraints" it will operate, and "what" it is expected to produce:

- purpose—what is to be done
- access routes to necessary information and assistance
- authority and responsibilities
- time constraints
- resources available
- what is to be done with the results of the group efforts
- what other groups may be working on relevant activities and relationships.

The group should have an opportunity to discuss the charge with the appointing authority to clarify understanding of the functions of the group.

PLANNING FOR ACTION

While the plan for planning may be initiated by non-planners in order to focus attention upon a particular concern, the process for developing a plan for action normally will be instituted by those accustomed to planning. The initial activities in planning interagency projects will be concerned with the following: who should be on the planning team; what groups should be invited to designate representatives to serve, and how the chairperson should be designated. Once this is accomplished, the members of the planning group should receive and discuss their charge—what they are expected to accomplish, how long they will have to accomplish it, and what product they are expected to deliver to the appointing body. Throughout the planning stages, and most other phases of any project, there are six questions which should be considered. These questions are important in developing plans, in assessing needs, in making decisions on operational matters, and in evaluating progress as well as the project itself.

SET OF SIX QUESTIONS

- Where are we?
- Where do we seem to be going?
- What alternatives are available?
- Where do we *want* to go?
- How can we get there?
- What do we need to get there?

Planning depends upon the creativity of the persons involved in the processes. Creativity is the activity which brings something unique into existence, something which would not evolve naturally. Creativity does not require new resources, but it does require new combinations of those resources. In order to be creative one must not be bound by things which limit thinking to old patterns. One must break down the barriers of custom, of limited understanding of the situation, and even of existing legal constraints--laws are made by people and can be changed by people. In order to encourage creativity by the participants in the planning process, a variety of experiences must be scheduled so that as many of the five senses as possible may be brought into play. There should be opportunities for examining data, for viewing conditions, for talking and listening with those who have experiences in the area of concern, for using the services and facilities which are in existence, for role-playing to understand the situation from other perspectives, and for making presentations as well as hearing presentations of others. Each participant in the planning exercises should endeavor to understand the impact of the present situation as well as the proposed solution from as many viewpoints as possible.

INITIAL PLANNING ACTIVITIES

Getting to know and understand other points of view.

Identifying persons to be involved in the planning process.

Deciding whether to use existing groups or create new groups for planning purposes.

Deciding which existing groups are to be represented.

Developing a common understanding of the problem.

Determining goals and values represented in the community.

Reading a consensus on community priorities.

Identifying existing and potential resources.

Developing a proposal for an issue to be placed before the community and the decision makers.

Producing a timeline for recommended action plan.

Needs Assessment

The planning group should assemble all prior studies and reports, gather relevant data for analysis, and conduct such activities as are appropriate to determine community goals and priorities. The first step is to identify a "wish list" of items which members of the community would like to have if there were unlimited resources. The next part of the process will be concerned with reducing that "wish list" to those items which have high priority and which the community may expect to achieve through the application of human, physical and economic resources. The process of developing a consensus on priorities may be easier through the techniques of gamesmanship--using hypothetical situations which afford an opportunity to consider new arrangements for the community human service delivery systems. Gamesmanship provides a way for persons to be less emotional about proposed changes; it allows biases to be aired and considered in a less hostile atmosphere than one in which real situations are discussed. Whether games or other techniques are used to reach consensus, there are some basic rules which must be observed.

BASIC RULES FOR REACHING CONSENSUS

1. Activities must not pit one group against another.
2. Activities must be positive in nature and aimed at reaching consensus.
3. Facilitator must exercise care not to reject ideas or solutions, but seek to find a better or more acceptable solution.
4. Activities must allow opportunities for all to participate at each stage, yet not require participation.
5. Activities must not require the use of unusual or sophisticated materials with which some participants may feel uncomfortable.
6. Activities must be easily understood.
7. Rules should be flexible enough to permit participants to "take side trips" during the process.
8. Activities must not embarrass or offend either the participants or other members of the community.
9. Facilitator must recognize that some participants are interested merely in observing the proceedings rather than taking an active part.
10. Privacy of the views of individual participants must be protected to the degree which they wish; facilitator must be alert to signals for relief.

PARTICIPATIVE DECISION MAKING

Participative decision making does not mean that professionals necessarily abdicate their responsibilities for decision making, but it does mean a process of planning "with" rather than "for." Although the process may appear to be less formal than other planning techniques, it requires time and structure and possible retraining of the professionals and training of the inexperienced. Because it brings together individuals in ways that are not normal for them, it may require a motivator, enabler, or facilitator to activate the process.

Participative decision making may take the form of consultative planning, in which the planner or planning body seeks advice from various segments of the community on actions which will affect that portion of the community, or considers expert testimony or advice from an objective consultant. PDM may involve seeking a consensus on a tentative plan or decision through the network of existing groups which function in the area to be affected by the decision. Or, PDM may be a democratic process in which courses of action are submitted to the affected groups for decision, and majority rule prevails. The choice of a form of participative decision making is as important as the process itself when measured in terms of power sharing—the degree of involvement which the particular group is to be allowed to have or wishes to have. The security which the leader or the group feels in the situation will help to decide the form of participative decision making to be used.

CHARTING THE PLAN

A volunteer citizen group in Hampton, Virginia, conducted preliminary research to convert an old elementary school which had served as the center for neighborhood activities into a "sociological general store" to provide a common meeting place for surrounding residents and to provide a location for a network of essential human service delivery systems. The charts on the following pages were developed in Hampton to provide a "roadmap" of essential activities toward the accomplishment of this project.

In order to provide coordination for the development of the project, it was proposed that a Project Director be employed. The organizational relationships between the Project Director, the Board of Directors of the proposed center, and the other participating agencies are described on the organizational chart on the following pages.

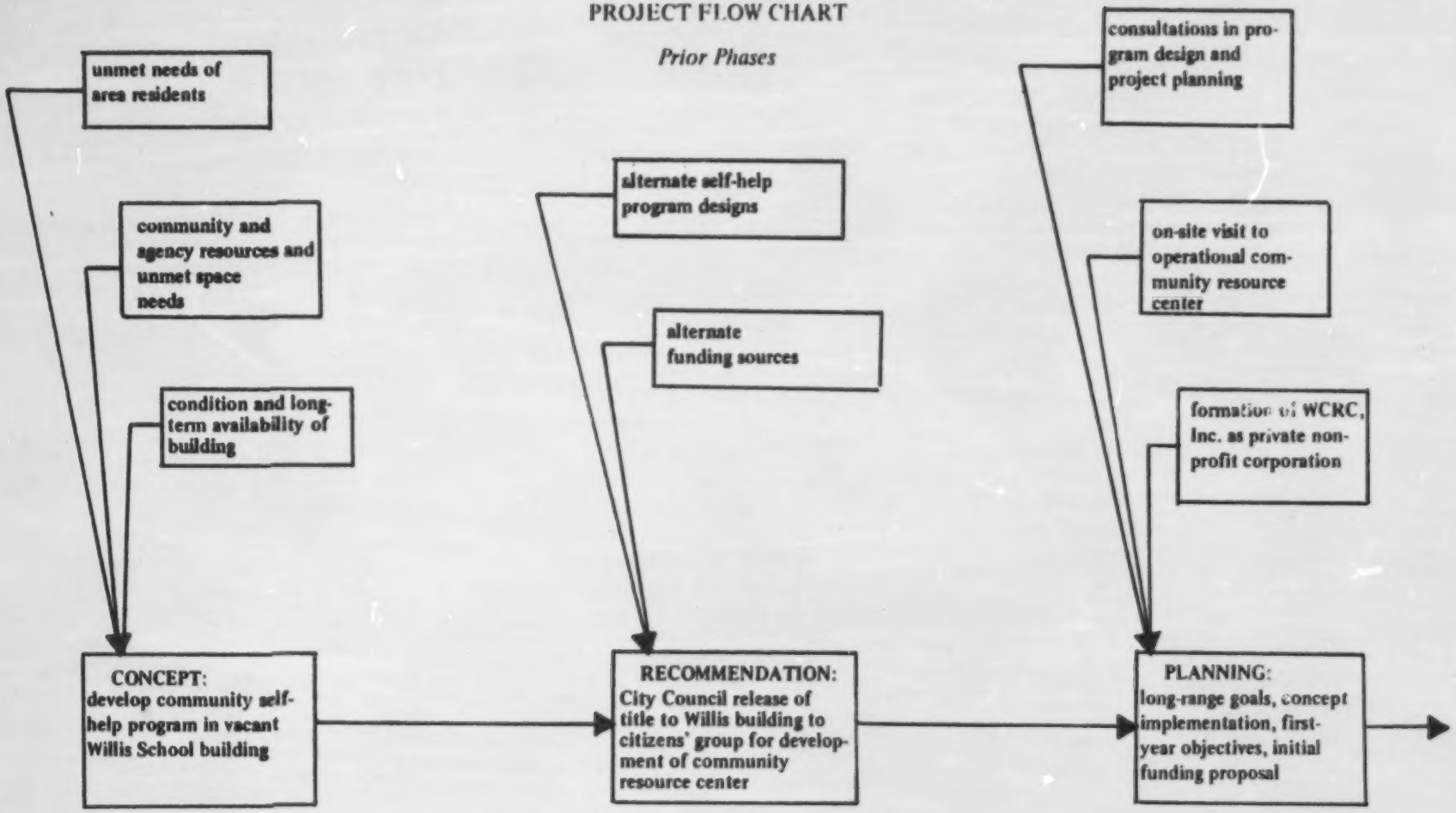
BUREAUCRATIC BARGAINING

All groups tend to institutionalize their ways of responding to needs as they are perceived by their key personnel, who are referred to as bureaucrats. The act of institutionalization discourages creativity and responsiveness to changing needs so that those who would create new agency and interagency relationships often face the need to do battle with the bureaucracies. Bureaucracies frequently adopt rigid rules and demand strict adherence to those rules in order that their procedures may proceed as they were conceived. This demand for unbending conformity to "policy" leads the staff to adopt defensive attitudes and to follow routines as closely as they can. When problems do arise in such a situation, problem solving is usually performed individually rather than by group action. Participative decision making is rare. This leads to close definition of turf for each segment of the agency, and there is little opportunity for an interchange of ideas and activities. Nevertheless, bureaucracies should be used, not abused. They do hold important places in our communities and command a certain degree of power which could contribute to the creative solution of problems through interagency programming.

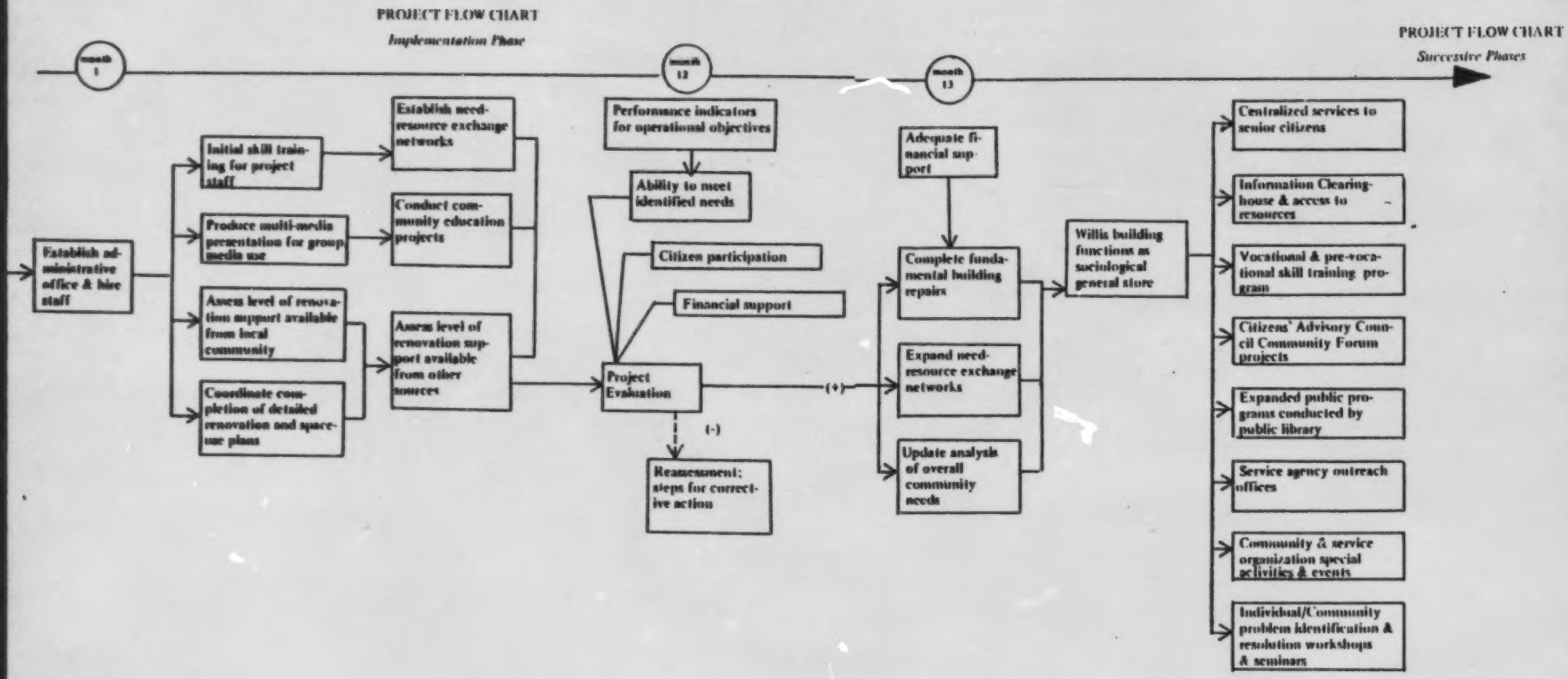
Agency bureaucracies earn positions in a community through the number and type of clients served, the size of their budgets and what the budgets purchase for the community, the method of communication which the agency uses to relate its accomplishments and abilities to the community, and the individual reputations of key individuals within the agency. In that latter case lies the key to convincing the bureaucracy or agency to be supportive of the new arrangements which are to be planned. When those key persons can be matched by persons in the planning effort who are able to relate to the key persons, a degree of support can be developed in the existing agencies no matter what their organizational positions may be. It is these relationships which must be discovered and developed in order for agencies or change agents to learn to understand what part they can play in the new arrangements and how the power of each agency may be increased through coordinated efforts with other agencies in the community. Lay persons or staff from opposite agencies who can help members of other agencies to recognize the value of interagency programs are extremely important change agents in any community.

PROJECT FLOW CHART

Prior Phases

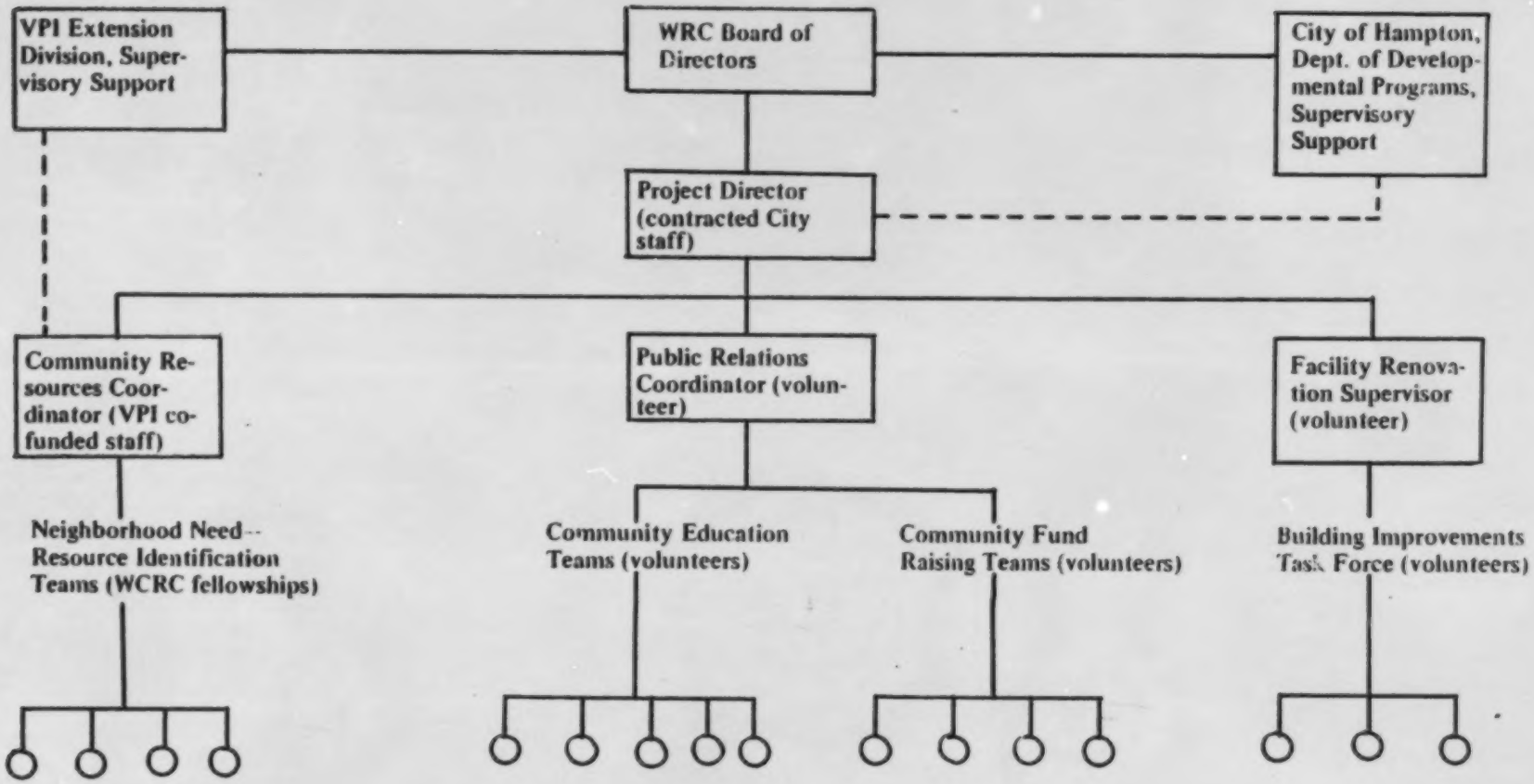

unmet needs of area residents
community and agency resources and unmet space needs
condition and long-term availability of building
alternate self-help program designs
alternate funding sources
consultations in program design and project planning
on-site visit to operational community resource center
formation of WCRC, Inc. as private non-profit corporation
CONCEPT:
develop community self-help program in vacant Willis School building
RECOMMENDATION:
City Council release of title to Willis building to citizens' group for development of community resource center
PLANNING:
long-range goals, concept implementation, first-year objectives, initial funding proposal

WILLIS COMMUNITY RESOURCE CENTER


PROJECT FLOW CHART
Implementation Phase
month 1
month 12
month 13
PROJECT FLOW CHART
Successive Phases
Establish administrative office & hire staff
Initial skill training for project staff
Produce multi-media presentation for group media use
Assess level of renovation support available from local community
Coordinate completion of detailed renovation and space-use plans
Establish need-resource exchange networks
Conduct community education projects
Assess level of renovation support available from other sources
Performance indicators for operational objectives
Ability to meet identified needs
Citizen participation
Financial support
Project Evaluation
(+)
(-)
Reassessment; steps for corrective action
Adequate financial support
Complete fundamental building repairs
Expand need-resource exchange networks
Update analysis of overall community needs
Willis building functions as sociological general store
Centralized services to senior citizens
Information Clearinghouse & access to resources
Vocational & pre-vocational skill training program
Citizens' Advisory Council Community Forum projects
Expanded public programs conducted by public library
Service agency outreach offices
Community & service organization special activities & events
Individual/Community problem identification & resolution workshops & seminars

PLANNED STAFFING

Initial Implementation Phase


VPI Extension Division, Supervisory Support
WRC Board of Directors
City of Hampton, Dept. of Developmental Programs, Supervisory Support
Project Director (contracted City staff)
Community Resources Coordinator (VPI co-funded staff)
Public Relations Coordinator (volunteer)
Facility Renovation Supervisor (volunteer)
Neighborhood Need--Resource Identification Teams (WCRC fellowships)
Community Education Teams (volunteers)
Community Fund Raising Teams (volunteers)
Building Improvements Task Force (volunteers)

Each agency must evaluate proposed new arrangements in terms of the potential gains and losses which might accrue to the agency (see Chapter 2, p. 47). For each problem or opportunity to be considered, there are many solutions to be evaluated. One way of sketching out the possibilities follows:

Program Need ....

	PLACE	AGENCY(IES)	PROCESS
Now handled at	.....	by	how .....
Alternatives:	1.....	.....	.....
	2.....	.....	.....
	3.....	.....	.....

The solutions are found not only by reading across on the alternative lines, but also be selecting a *place* from one line, an *agency or combination of agencies* from another line and a *process* from a different line. Putting these alternative combinations before the agency planners will permit the gain and loss comparison of many different solutions to the problem, or ways to take advantage of an opportunity.

FORMING AND WEIGHING OPTIONS

The purposes of planning include the discovery of available options, consideration of the relative advantages and disadvantages of each, and prioritizing them in a pattern which is consistent with community values. Arrangement of the options with recommendations concerning the relative merits of each is of great help to those who must make the ultimate decision of whether or not to proceed with a proposal based upon this planning. Planners and planning groups consider optional arrangements for programming, management and staffing patterns, housing the programs, and financing. Each of these subsections of the planning can be considered by sub-groups of the main planning group, but decisions about the prioritization of the various options should be made by the entire planning group. Should any segment of the planning group feel uncomfortable about the final report, there is an option available to them through the preparation of a minority report.

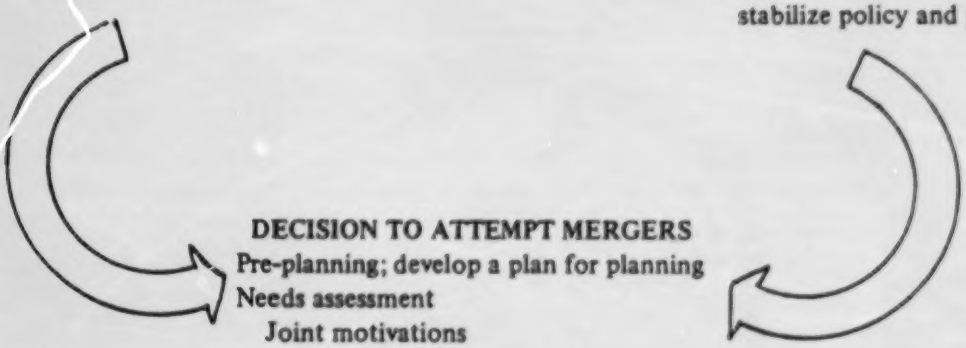
THE PLANNING SEQUENCE SUMMARIZED

INDIVIDUAL ROUTE

Pressing motivation
Individual decision
  Personal plan
Gather allies
Participative decision making re:
  Needs assessment
  Formation of team
  Assignment of roles

AGENCY ROUTE

External pressure or staff decision
Operational personnel decision
  Ad hoc arrangements
Agency decision
  Policy position taken
  Networking
  Program Coordination
Cooperative political action to stabilize policy and projects



DECISION TO ATTEMPT MERGERS

Pre-planning; develop a plan for planning
Needs assessment
  Joint motivations
  Gather data
  Test community interest
  Reaching consensus on community goals and priorities
Develop options for:
  Programming
  Management and staffing
  Housing or facilities
  Financing
Prioritizing the options
Presenting the plan to the decision makers and the community
Monitoring the progress of the plan through decision making process
Implementing the plan
Evaluation
Project modification if appropriate

Chapter IV

RESOLVING PROBLEMS

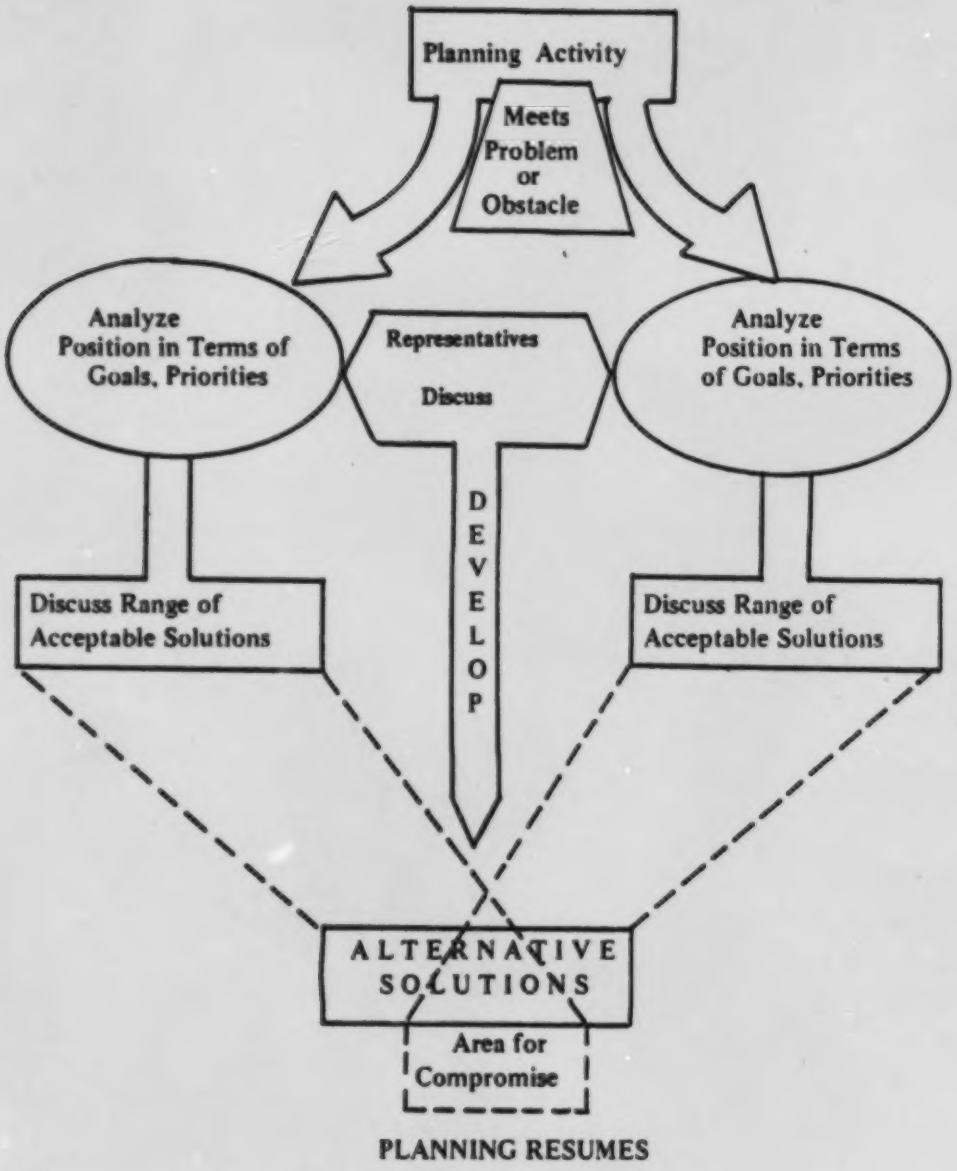
All of life is beset with problems or obstacles which in reality can be opportunities for growth and improvement. The formation of interagency projects and the development of community service centers also involves the solution or resolution of problems which may be even more complicated because they involve the problems of individuals and groups, and the interaction and interrelationship of each group's problems upon the problems of other groups. Prudent planning involves careful consideration of these conditions to anticipate as many problems as possible and to devise strategies and techniques for resolving the problems which may not have been anticipated during the planning stages. In addition to attempting to anticipate problems and obstacles, planning activities should include opportunities to investigate the experiences of others who may have pursued reasonably similar courses of action. The planning activities should be kept flexible enough to permit the time and effort necessary to solve problems as they arise. The planners should be prepared with techniques for discovering the central issues in any obstacle or problem, and resolving the disputes which may surround them.

COMPROMISE

Throughout the process of overcoming obstacles and resolving problems, the word "compromise" will become increasingly important, for it is the process of resolving differences through mutual concessions. Compromise requires the parties to find a mid-ground in which to reach agreement. Even if there is only one individual involved with the problem, it is necessary for that person to compromise, to find what mix of personal values is most acceptable in that situation. Every decision one makes is a compromise, since people rarely select one goal over all others in setting a course of action; similarly groups must make compromises in their own plans of action. When those plans are to be placed in concert with others, as in an interagency project, there are sets of compromises to be made. Furthermore, when the plan of action must be approved or financed by others, which is typical in a governmental situation, further compromises must be made. Overcoming obstacles, therefore, becomes the art of compromise which could be defined as follows: identifying the issue(s); identifying those who are involved in the issue(s); discovering the values and goals of each of the parties; identifying alternative courses of action or possible solutions for the issue/problem, and reaching consensus within each group and between groups for a solution which all can accept.

LEGAL OBSTACLES

Obstacles or problems may be the result of a formal structure, such as Federal legislation, statutes, regulations, ordinances, or other state and local laws. Some laws are designed to *prevent* things from happening, others are designed to assure they *will happen*, while other laws merely *enable* things to happen. For example, a review of existing legislation may disclose that the laws are sometimes unclear with respect to the condition or action which is to be taken. If this appears to be the case, careful consideration must be given to the possible interpretations. If agreement cannot be reached at the planner's level, then other opinions



Resolving Problems Through Compromise

must be sought. In such cases, one may seek the *opinion* of legal counsel as to whether or not the existing laws cover the situation. Opinions are just that, not absolute factual statements but informed judgments about what probably will be the case. The legal counsel should be selected carefully, for expertise in the field related to the particular area of the law that is in question. The question posed to the legal counsel should be framed in such a way that the response will be most helpful. Rather than ask, "May we do this?", it would be better to ask the question, "How may we do this?" The legal counselor may require more information regarding the circumstances before being able to give the response which will be most helpful. Persons seeking advice should be frank and give full information in order to permit the counsel to give the best advice based upon a well-informed judgment. Should the response be negative because of existing law, one should recognize that laws are made by people, and can be changed by people. Circumstances which brought laws into being in the first instance do change, and different circumstances do warrant different legislation or governance structure.

Legal Issues

As stated earlier, laws can be changed to enable new ventures to come into existence as needs and conditions for the governmental jurisdiction change. In Virginia, a very broad law appears to encourage and make possible joint ventures such as interagency programs and Community Service Centers. It is rarely quoted, but has existed for over three decades. A 1976 amendment added the option of joint exercise of powers with political subdivisions of another state. It is reprinted here in its entirety so that the reader may be aware of the broad scope of this section of law as well as the required actions which must be taken by the political subdivisions to join in the exercise of powers or authority with other jurisdictions.

CODE OF VIRGINIA

15.1-21. JOINT EXERCISE OF POWERS BY POLITICAL SUBDIVISIONS.

(a) Any power or powers, privileges or authority exercised or capable of exercise or capable of exercise by any political subdivision of this State *may be exercised and enjoyed jointly* with any other political subdivision of this State and with any political subdivision of another state.

(b) Any two or more political subdivisions may enter into agreements with one another for *joint or cooperative action* pursuant to the provisions of this section. Appropriate action by ordinance, resolution or otherwise pursuant to law of the governing bodies of the participating political subdivions shall be necessary before any such agreement may enter into force.

(c) Any such agreement shall specify the following:

(1) Its duration.

(2) The precise organization, composition and nature of any separate legal or administrative entity created thereby, together with the powers delegated thereto, provided such entity may be legally created.

(3) Its purpose or purposes.

(4) The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget therefor.

(5) The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete termination.

(6) Any other necessary and proper matters.

(d) *In the event that the agreement does not establish a separate legal entity*

to conduct the joint or cooperative undertaking, the agreement shall, in addition to items (1), (3), (4), (5), and (6) enumerated in subdivision (c) hereof, contain the following:

(1) Provision for an administrator or a joint board responsible for administering the joint or cooperative undertaking. In the case of a joint board public agencies party to the agreement shall be represemted.

(2) The manner of acquiring, holding and disposing of real and personal property used in the joint or cooperative undertaking.

(e) No agreement made pursuant to this section shall relieve any political subdivision of any obligation or responsibility imposed upon it by law except that to the extent of actual and timely performance thereof by a joint board or other legal or administrative entity created by an agreement made hereunder, said performance may be offered in satisfaction of the obligation of responibility.

(f) Any political subdivision entering into an agreement pursuant to this section may appropriate funds and may sell, lease, give, or otherwise supply the administrative joint board or other legal or administrative entity created to operate the joint or cooperative undertaking by providing such personnel or services therefor as may be within its legal power to furnish. (Code 1950 [Suppl.], 15-13.2; 1958, c. 191; 1962, c. 623; 1976, c. 583.)

The 1976 amendment added "and, with any political subdivision of another state" at the end of subsection (a).

Note: Emphasis supplied by italics.

WHAT IS A BARRIER?

A barrier is merely an obstruction or an obstacle which may be surmounted. It may be defined as a need to obtain clarification, or an expression of fear, or a lack of understanding, or as a threat to progress, or as an unwillingness on the part of a needed partner to proceed or to participate in a project. Each of these situations becomes a challenge to the one who wishes to proceed to accomplish something or to change something. Each requires a series of steps in order to be resolved. Each is also a signal that a compromise will be needed if the impasse or delay is to be relieved.

Some problems or barriers arise because of differences in values among the involved parties, some are the result of lack of understanding about what is being attempted. Others are the result of fear of the unknown, a matter of inadequate or poor communication or incompetent personnel unable to function in their present position. What do all of these have in common? They all depend upon reaching an understanding of the answers to the following questions:

- What is the issue on which there is conflict?
- How did this issue surface?
- Who or what groups are concerned with the issue?
- Why are they concerned?
- What are the present positions of each side of the issue?
- What is the range of positions acceptable to each group?

- What are the possible alternative solutions?
- Which alternative solutions are most acceptable to each side?
- Which alternative solutions are unacceptable to each side?
- How far (and how fast) is each side willing to move to reach agreement?
- How will the accepted solution be announced in order that each of the parties preserves "face" or dignity in the solution?

USEFUL TACTICS FOR COMPROMISE

Compromise is a combination of merchandising, mediation and diplomacy. The enabler should:

- Seek ways for all parties to become involved without being wounded.
- Create a balance sheet of issues and comrpomises or trade-offs which seem possible.
- When two or more lists are prepared, have the parties prioritize the items in order to locate the middle ground for compromise options.
- Have participants discuss their differences.
- Mediate—seek a position well within the range of each party.
- Be prepared to point out how each possible solution can be of value to each party.
- Attempt to reconstruct the preferences of each party so that the range of alternatives becomes broader, and compromise becomes easier.
- Try to create a situation where opponents recognize the need to join forces.
- Find a neutral meeting place to bring parties together.
- Get around a table, but try not to meet across the table. Attempt informal seating arrangements.
- Take time—learning rates are slower than listening rates.
- Don't work out solutions in isolation; do have the parties confront each other when compromise is ready for discussion.
- Patiently educate the parties to their roles and responsibilities.
- Help the parties to reach their own decision, provide needed information and facts, and be able to identify obstacles and find ways to overcome them.
- Try to create a climate for compromise; have parties broaden their relationships by relaxed dress, social activities preceding the session, or by recalling common interests or backgrounds.
- Never refuse to accept a proposal; allow the contributor to withdraw or modify it as discussion proceeds.
- Remember that sincere praise is valued over constructive criticism.
- Since cooperation works both ways, let people help with the task even when help isn't required.
- Assume everyone is honest and sincere and that the differences are caused by persons coming from a different set of circumstances with a different point of view and a different goal.

- Don't expect perfection; don't promise perfection.
- Be flexible. Tolerate, don't berate.
- Postpone action rather than risk polarization.
- Take the attitude that no one is ever wrong intentionally. Question whether they have all the facts and determine if they are able to think of it another way. Learn if there is a substitution which they can accept.
- Settle for small gains and accept slow progress gracefully.
- In true compromise, no one ever gains all, but all gain a little.
- Give all participants a chance to modify their positions even at the end. If there is a minority report, provide an opportunity for its presentation.

SOME PROBLEMS TO ANTICIPATE

The formation of interagency projects, and especially the creation of Community Service Centers, may result in some common problems. These problems have been solved in many similar projects instituted by others, both in Virginia and elsewhere. They can be categorized as follows:

- Problems with interpersonal relationships including real or imagined threats to power or "turf."
- Legal issues including authority over certain domains, ability to engage in certain activities, and power to act. (Discussed in previous sections.)
- Complexity of the proposal, including the number, type and size of the groups to be included.
- Communication between the proposed partners, with their clients or patrons, and with the governing bodies.

These problems must be faced, and do take a degree of statesmanship on the part of a few (or even just one) individual(s) skilled in the ways of government and wise to the art of influencing people. These individuals assume subtle leadership roles in helping the real leadership, and those who will be affected by the project, to achieve new combinations of service while retaining a sense of security for those persons and agencies which must make sacrifices in order for the new venture to come into being and to become successful. They are persons who enable others to help themselves and to achieve more than they would under normal circumstances.

Interpersonal Relationship Problems

Whether the problem or dispute is concerned with the roles persons will have to play in the new venture, or the roles which they will be forced to give up in their former status; whether the obstacle involves agency personnel who believe the new arrangements will constitute a threat to their power or influence in the community; whether the dispute is simply over how the new name for the project will recognize the partners, and how persons believe the community will perceive the new arrangements; or whether the project is threatened with staff differences because of compensation plans, or changes in professional requirements for the new roles to be played, the key role to be played by the enablers is one

of partisan analysis. Partisan analysis is performed to help other persons to identify the net gain (difference between their losses and gains) in the new arrangements. Sometimes those net gains for the individual must be weighed against the net gain for others with whom the affected persons identify closely, and for whom they are willing to make personal sacrifices. Especially in the field of human services, there are individual staff members who would accept lower returns for their efforts if they could be assured that certain groups of clients would benefit from the new arrangements.

It is important to provide or discover ways for persons to divulge their values, their goals, and their strong feelings about the changes which are to be faced. It is equally important to avoid having them adopt strong positions in regard to the issue. The statesman will endeavor to have an expression from the affected individual which leaves room for movement. When the individual is willing to listen and to attempt to understand the positions of others, the area of compromise becomes broader. When the individual takes a hard and fast position, that individual is less likely to make the necessary adjustment for compromise, and any compromise reached will have to take place in a narrower band of possible solutions, or the uncompromising individual may be lost to the project. In the latter case, the entire project will either be delayed disproportionately or put aside until a future time when the uncompromising individual is no longer a factor in the process.

The role of the enabler in resolving interpersonal relationship problems is to keep the avenues of communication open and as broad as possible. Any dispute may result in solutions which had not been considered before the dispute arose. Disputes are evidence that persons feel strongly enough about issues to take risks to support their beliefs. They should not be taken lightly, nor should they be accepted as reasons to abandon a project. Considerable effort must be put into the process of seeking an area of compromise which will permit the project to proceed.

Complexity of the Project

Difficulties arise more easily, and solutions are more difficult when the project is to join large numbers of partners, or when those partners are vastly different in the size or type of organization. Cooperative ventures have been developed for a narrow range of activities, such as cooperative purchasing, among fifty or more groups. Probably the one conclusion which has been reached by those who have extensive experience with interagency projects is that the scope of the venture must be reduced in direct proportion to the number of agencies involved. Many can agree on few items, but too many items provide a greater basis for disagreement.

The size of the participating partners is not relevant except when there are great differences in the size of those partners. Large organizations tend to be more formal in their structure and communications systems; it takes longer for decisions to be reached, and the resulting document is likely to be very precise and to include generalized statements which the large organizations have accepted as the standard in their operations. Smaller organizations must take faster action, since their resources are limited and their need to respond to situations is more pressing. The smaller organization has fewer levels for communication, and more authority is vested in each of those levels. The small organization is more likely to execute simpler documents and have difficulty interpreting what effect more complicated

general statements, which come from larger organizations, could mean to their operation. The smaller organization is always more concerned with being "swallowed up" by larger organizations and will be reluctant to be bound to formal statements which appear to commit them to long range projects with larger organizations. Of course, the larger organizations will be reluctant to enter into partnerships with much smaller organizations and would prefer to use the smaller organization only as a supplier rather than a partner. Large organizations seldom see anything to be gained by joint ventures with smaller organizations. Partnerships between organizations which differ vastly in size are rare.

The type of organizations to be included in the partnership is important in every case, since the personnel of no organization initially feel entirely comfortable with the personnel of another organization. Groups gain strength through efforts to develop pride in their members. That process assumes that the members of one group are more effective, more important, or more something than members of another group. Competition between groups may be healthy when groups are following separate courses, but, as cooperation rather than competition is required, new attitudes must be developed. Even among very similar groups, staff attitudes must be overcome before joint ventures can be successful. For example, nurses employed as school nurses, public health nurses, or surgical nurses may display attitudinal problems when employed together because of the efforts to maintain pride within each separate group. The same will be found to be true among librarians, depending upon whether they are parts of schools, public libraries, or technical library staffs. Therefore, much advance planning must take place with the staffs of the several proposed partners in order to provide opportunities for staffs to work together on a small scale, to reduce communications differences, to develop an understanding for compensation differences, and to discover those areas where it will be impossible to bring the staffs closer together so that proper provision may be made in the project to deal with these differences.

Communication Differences

Communication problems are often at the root of other problems. They are brought about by language problems (the same words have different connotations to different persons) and to structural problems (different communication channels in different organizations). Each profession and work force develops word usage patterns to convey precise messages which go beyond the general meaning of the words used. Also, each occupation uses clusters of words which are used less by others and which are necessary to that vocation. Those who have studied a foreign language will find the preceding statements brought out more clearly when they attempt to translate words from one language to another. There are many words for which there is no identical meaning in the other language, and there are words which are totally inappropriate to convey a similar message even though there is a direct translation for the word. This is true of the language used by staff members of different agencies as well as by supervisory staffs and governing bodies of the agencies, and by clients of the agencies as well. Only frequent associations between the affected persons can reduce the difficulties with communication patterns.

RECONCILING DIFFERENCES

The steps for reconciling differences may be stated simply as: (1) identifying the problem; (2) clarifying goals and values; (3) discovering the alternatives and the consequences

of each; and (4) making the choice or decision. The processes for following these simple steps is less simple. The process may be one which involves only the parties meeting to negotiate a solution to the problem; or it may be a process which involves a third party to help reach a solution through arbitration; or, a third party may assist the parties to reach a better understanding of the positions of others through a process of role exchanges. In every case, each party must be willing to make some sacrifice and to move from the previous position. Identifying the problem may be the most difficult step to take. The problem as it originally appears may be only a sham to take the place of the real or hidden problem. The parties may or may not be aware of the real problem. It may be rooted in their backgrounds, and they may not appreciate the fact that others may have substantially different values. Everyone filters the decision making process through a screen of values which have been developed from prior experiences and a set of facts which have become important from a certain perspective. Values can be modified through different experiences, and facts can be changed because of new knowledge gained.

As each party attempts to clarify and modify values, reconciling differences becomes more possible. Also, an attempt should be made to isolate the problem from other conditions which might be contributing factors. A problem can be amplified and become distorted because of discomfort experienced in the surroundings where the resolution of differences is being attempted; the parties may be overtired because of a poor choice of times or because of prolonged effort; external influences such as personal problems may be affecting the participation of one or more parties; or the pressure of time or other circumstances requiring action may be detrimental to the process. The enabler must find ways to reduce the outside influences and to permit the parties to pursue their analysis of the situation without distraction if the real problem is to be isolated and examined.

SUMMARY

Resolving problems requires the utmost in skill from persons who help the involved parties to solve their problems and move toward a new bond of purposeful activity. Identifying the central issues and isolating the real problem from the ostensible problems is key to the resolution of differences. Utmost creativity is required of the enabler who aids the parties to look at the problem from various perspectives and to reduce or discard any prior biases which may have prevailed. The biases may have arisen through the new interpersonal relationships which the partnership brings into being, or they may have developed from communication difficulties between groups of different kinds of individuals. On the other hand, the problem may be real or imagined because of difficulty in the legal framework which appears to govern the situation. If the project is not overly complex in scope or size, many of the problems can be resolved through small demonstration projects or activities which provide trial run opportunities for the persons who will be affected by the larger projects. Interagency projects and the development of Community Service Centers are new types of activities in most situations so that rapid progress should not be anticipated. Reviewing the experiences of others and utilizing available resources to determine what help is available is recommended. Time and patience are necessary ingredients in any planning activity. An additional dimension of statesmanship is also required when two or more agencies are expected to re-structure their organizations. Organizations must consider what sacrifices can be made, and make the necessary staff adjustments in order to join in a new partnership for the improvement of the delivery of human services in a community.

Chapter V

THE COMMUNITY SERVICE CENTER BUILDING

Many choices are available for those who desire to create a community service center. One will be whether an existing building can be modified or whether a new building should be constructed. Still another question to be faced is who will assume primary responsibility for governing the facility and what role the other occupants or tenants may assume. This involves a decision about whether there will be a landlord-tenant relationship, which creates a new organization to own and regulate the facility to keep it functioning for the benefit of tenants which may change over the course of its service. We will look at these questions first, and then deal with some basic matters which must be considered regardless of the decisions on the first questions.

FACILITY PLANNING

Representatives of the community and the participating agencies should be included in the sequence of events which are necessary for the design and construction (or reconstruction) of community service centers. When the project is to be part of a school, the School Board will be the owner and will select the architect to translate the program requirements into building sketches which reflect the relationships between the various programs to be accommodated. These relationships will to some degree control the opportunities for program coordination. Cost estimates must be prepared before a referendum or other authorization for funding can be ogtained, so the services of an architect or engineer are essential to meet the requirements of the various control agencies. The sequence of events which takes place in planning a school/community facility is illustrated on the following chart.

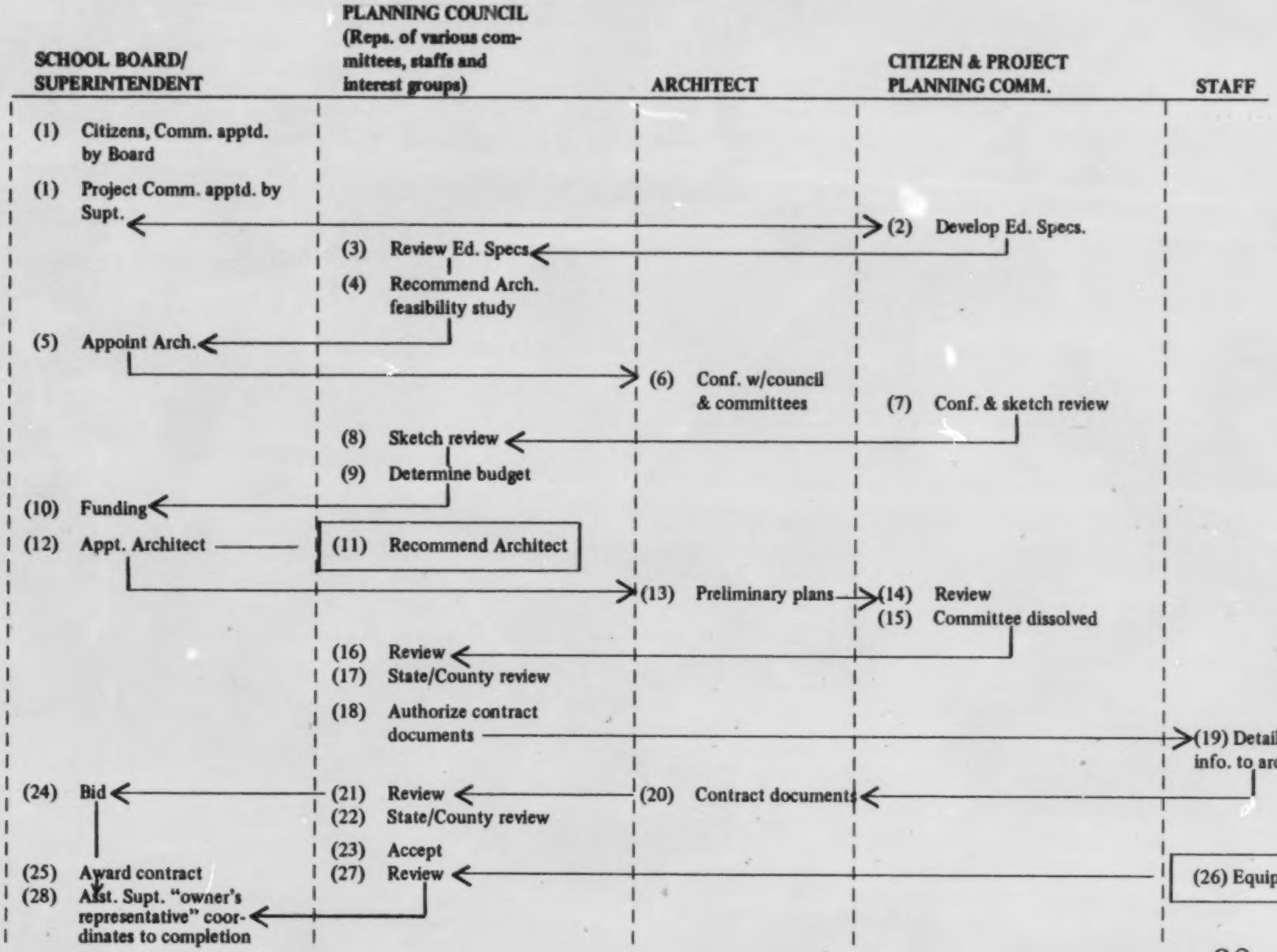
New Buildings vs. Existing Buildings

Three basic matters must be dealt with here: the cost of building new facilities over the cost of adapting older facilities to new uses; the adequacy or appropriateness of available existing buildings vs. the problems of designing new facilities to serve multiple tenants; and, the location of existing facilities vs. the availability of sites for new facilities in more appropriate locations. Additions to existing buildings should be viewed as a combination of new construction and renovation.

Cost Factors of New vs. Renovation of Existing Buildings

Experience has shown that the cost of building new facilities is slightly higher than bringing existing buildings close to the level which may be provided in new structures. Of course, there is a basic saving when agencies decide to join in one facility rather than build separate facilities, so the cost of a new building may be an attractive alternative in some communities. The cost of renovations, while less than building new facilities, can be substantial, and the increased cost of maintenance, energy and other operating considerations in an older building may bring the life cycle costs of renovation very close to the cost of new buildings. The extent of modifications is within the control of the planners. There

SEQUENCE OF EVENTS IN FACILITY PLANNING FOR NEW CONSTRUCTION OR MAJOR REMODELING



are many instances of community service centers being introduced into existing buildings without any structural modifications and few mechanical (heating, cooling, lighting and ventilation) changes. Most renovations provide for cosmetic changes to make the space more attractive, more accessible to those with handicapping conditions, and more usable for the new programs by altering walls to change the size or relationship of spaces. A wealth of information is available at little or no cost on these matters from the Council of Educational Facility Planners (CEFP) and Educational Facilities Laboratories, Inc. (EFL) (see resource information section). Planners are urged to make use of these services in order to gauge the various options which may be developed by local architects or engineers. Cost, however, is only one of the factors one must consider when choosing between building new or renovating older structures.

Design Factors in New vs. Existing Buildings

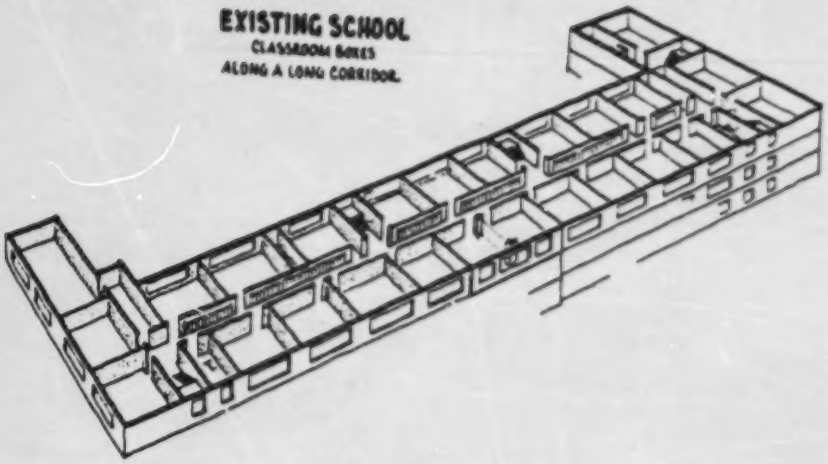
While it would appear that one can provide better design with new buildings than could be achieved in existing buildings which were designed for other purposes, one must recognize that Community Service Buildings must be flexible and must be able to accommodate different services as the needs of the community change. Also, they must be able to serve the purposes of different mixes of agencies and clients. These qualities can be obtained in an existing building as well as a new building. A supermarket, for example, is a perfect example of completely flexible space to serve human needs. There are illustrations of such buildings being used as schools, technical education centers, night clubs, restaurants, professional buildings, health clubs, etc. Analyses of public school buildings have disclosed the fact that many of them are very adaptable to change. Many were constructed in such a fasion that most of interior walls could be moved or removed, and different spatial arrangements could result. The EFL publication *Surplus School Space: Options and Opportunities* illustrates many former schools which are serving as quality apartment buildings, senior citizen housing, art centers, private dining clubs, etc. Once again, the answer is not universal; one must analyze a particular building and consider other factors such as cost, location, etc.

One analysis of an existing building which may be remodeled is performed by the architect or engineer. This structural analysis will involve sketching on paper the building to show its necessary structural supports. Once the non-essential walls are deleted, new arrangements of space may be made. The following three sketches will illustrate (a) how an existing building is arranged, (b) what load bearing walls and columns are required to support upper floors or roof, and (c) one illustration of the new arrangements which might be introduced to accommodate new programs.

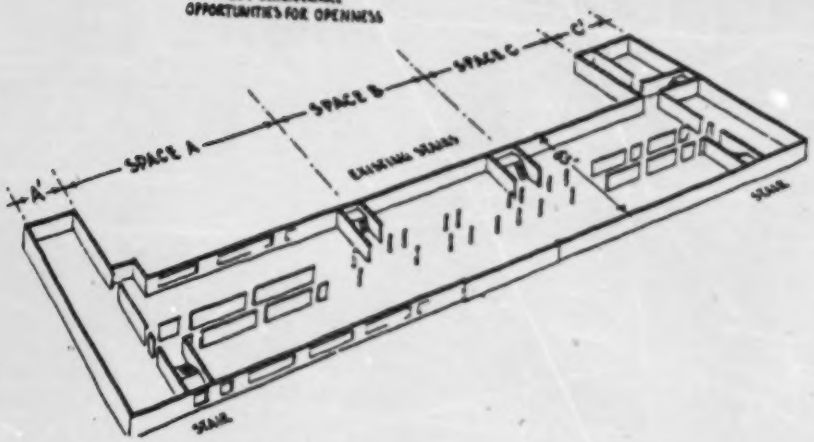
Space Consolidations

Whenever new space is to be built or existing spaces are to be rearranged, those who will be occupying the new arrangements will set forth their needs, and in most cases will project the need for more space than was assigned to them in the past. One of the first tasks which the architect or planner must undertake is to reduce the space requests into a reasonable amount so that the building is not unreasonably costly. When performing this task, the architect-planner must also be alert to the program relationships between the various occupants, so that any consolidation of space requirements does not deny equitable access to those who have expressed a need for that space. One method for doing this is illustrated on the following chart:

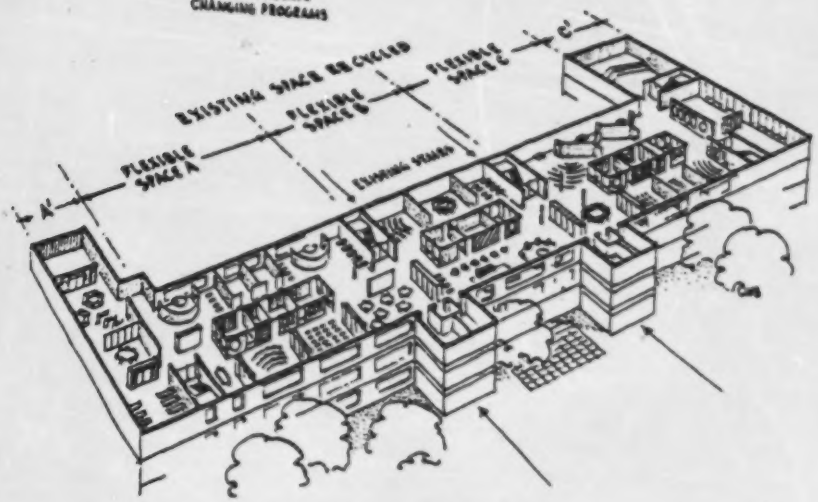
EXISTING SCHOOL
CLASSROOM BOXES
ALONG A LONG CORRIDOR



STRUCTURAL FACTS
SOME LOAD BEARING
WALLS AND COLUMNS
BUT CONSIDERABLE
OPPORTUNITIES FOR OPENNESS



RECYCLED SCHOOL
FLEXIBLE SPACES
TO ACCOMMODATE
CHANGING PROGRAMS



SPACE REQUESTS

FUNCTIONS	AGENCY A	AGENCY B	AGENCY C	WHO CAN SHARE SPACE	CONDITIONS
	Meeting rooms	Staff (consultation room)	Classroom	A - B - C	Priority schedule required
	Craft rooms	Work room	Art room	A - B - C	Storage and priority scheduling
	Administrative suite	Office area	Administrative suite	B and C	Furniture and access period

Obviously, the conditions will help determine whether or not space can be shared, provided the programs are compatible in other respects. Some of the conditions which should be considered are:

- Access—Will using agencies have ready access to the space as their needs require?
- Priority scheduling—Should there be a conflict in the time when space is required, which agency will have priority? This also assumes that reservations for the use of space will be required some time in advance so that program planning will not be hampered.
- Storage—This is one of the greatest problems with space sharing. No user is ever confident that sufficient storage space has been provided; when multiple users occupy the same space, more storage must be provided, *and assigned.*
- Equipment—The equipment to be provided must meet the requirements of the most specialized user, and this may be a problem to the less sophisticated user. Adequate service, including operational staff, must be provided so that the less sophisticated user's needs may be satisfied, and that agency will not be prevented from using the equipment.
- Furniture—The furniture required in multiply-used space must be adequate for the needs of each using agency with respect to amount, size and type. In addition, the building staff must take responsibility for arrangement of furnishings to suit the needs of each program. No program person likes to rearrange the furniture each time the space is used.

Location of Facilities

To be of greatest service to a community, the Community Service Center should be reached easily by public transportation, should be in a well used location where persons would go for other purposes, and should not intrude on other uses of that location. It should not bring unacceptable conditions to a residential neighborhood. These criteria may be met most easily in three situations: an existing building in which site factors have been established which the new uses would not disturb in any material fashion; a new site in a planned new community; an urban renewal situation in which a site becomes available, meeting the conditions described. From the client viewpoint, the location factors are most important and would determine whether or not a Community Service Center would be able to fulfill its purpose.

BASIC MATTERS

Zoning and Building Codes

Zoning ordinances limit the type of activity which may be permitted in sections of the community, and restrict matters which affect the environment in which the building is located. The environmental concerns include such items as: the number of parking spaces to be required and how they may be provided; the heights and appearance of the structures, including how building identification signs may be used; and, the amount of land which is required for the structure and how much of it may be covered by water-repellent surfaces. These items may vary according to the zoning for the location; therefore, a former school may comply with the zoning code, but changing the type of activity to be conducted in that school building may result in its not being in compliance with the zoning code for one or more reasons. It is recommended that the zoning administrator's staff be included in the planning activities, and that a clear understanding is reached about whether or not the new use will be permitted, as well as what kinds of changes may be required to bring the new use pattern into compliance.

Building codes regulate conditions within the building which must be met in order for certain activities to take place in the structure. These regulations are generally concerned with life safety for the users of the facility, but also regulate the emissions (accoustical as well as chemical) as they affect the neighborhood and the community in general. Occupancy permits are issued when a building is found to be in compliance with the building code, and must be applied for whether the building is being constructed or altered or converted to some use which is different from the original for which it was designed. Scheduling a walk-through inspection with the building administrator is recommended before significant changes are made for the re-use of the altered use of an existing structure. Such an inspection may result in suggested re-assignments of space in order to meet code requirements, but may also require alterations to permit the new uses.

The Zoning Board may require statements of support from the immediate neighbors and local civic associations to accompany the application for deviations from existing conditions. This gives reasonable assurance that those who will be affected by the change will have knowledge of it and have an opportunity to express their concerns. This also affords the applicant the opportunity to discuss the changes with the neighbors and resolve differences prior to the formal arrangements set forth in rezoning procedures.

SOME ITEMS REGULATED BY ZONING OR BUILDING CODES

Type of activity conducted on a site or in a building.
Parking requirements to meet the needs of patrons of the structure and to reduce the need for on-street parking.
Amount of site which can be used for structures or paving.
Fencing, screening, and other site factors relating to appearance and protection.
Disposal of storm waters and placement of structures.
Fire protection and fire safety.
Amount of space required for different activities, such as: large group assembly rooms, rest rooms, service areas.
Exits and entrances, including emergency passages.

Ventilation and minimum lighting.
Structural strength.
Storage spaces and conditions.

Many of these same factors will affect the fire and liability insurance rates which will apply to the structure. Any increased cost of compliance may be recovered from the reduced costs of future insurance premium.

Neighborhood Impact

The immediate neighbors of the structure will be affected by the activities carried on in it, and may have even more concern than the zoning codes suggest. The hours of operation, the numbers of patrons, the kinds of patrons, the noise and site lighting elements may affect the neighbors adversely. Not only should neighbors of the facility be on the planning committee which establishes the center, but some mechanism should be in place for responding to the concerns of the neighbors. Quite often there is a person or group of persons (civic association, owners association for condominiums, or neighborhood association) which can serve as a liaison between the immediate neighbors and the Community Service Center. This technique is usually much more satisfactory than waiting for problems to surface and then dealing with them. Becoming part of the neighborhood activities may, in fact, be a significant advantage to the Community Service Center programs.

GOVERNANCE

Many forms of governance are available for interagency programs which are based in community service buildings. Among them are:

Combined Budget Model—Two or more agencies allocate funds to a new fund from which the expenses of the project are disbursed. This is used by those agencies which do not have the capacity to operate the project separately. The governance is based in the governance structure of each agency, with some powers delegated to the project staff.

Community Education Model—One agency (most often the school board) establishes the project or facility, assumes prime responsibility for it, and responds to recommendations from a community planning or advisory board regarding additional agencies or programs to be included in the project or facility.

Joint Venture Model—Two or more agencies contract to establish a program or facility with delegated powers and responsibilities to fulfill a particular need. This is similar to a combined budget model except the contract provides a longer life. It is similar to the community educational model, except that governance is established by the contract instead of one parent agency.

Landlord-Tenant Model—One agency owns and controls a facility, and establishes conditions under which others may occupy space on a short term (rental) or long term (lease) basis. Any program relationships in this model are ad hoc and rarely anticipated.

New Unit Model–This model is established by legislative action–a local ordinance or state law which creates a new agency by removing functions from one or more existing agencies and providing a new mandate to service a need.

The three most typical models in Virginia are the Community Education Model, the Joint Venture Model, and the Landlord-Tenant Model.

Community Education Models

In Virginia, the Community Education Models are either in school districts or in park and recreation districts. In each case, the school district must be a part of the program, whether a school building is the location for the program or not.

Community Education is a process whereby citizens, schools, human services, governmental agencies, and organizations cooperate with one another to offer education, social, and human services to all members of a community. Community Education promotes:

- full use of public school facilities,
- relevant lifelong learning programs for people of all ages,
- citizen involvement and participation in education and in community problem solving and decision making,
- utilization of community resources in the kindergarten through twelfth grade curriculum,
- partner relationships between public schools and community agencies to meet efficiently and effectively the needs of the total community, and
- coordination of all available community facilities and resources.

Community Education stresses an expanded role for public education with participation and involvement opportunities for people to work together to achieve community and self-improvement. The philosophy provides a dynamic approach to individual and community improvement and encourages the development of a comprehensive and coordinated delivery system for providing educational, recreational, social, and cultural services for all people in a community.

GLOUCESTER–NON-SCHOOL ADMINISTERED MODEL

The Community Education program of Gloucester County, Virginia, is an outstanding example of the cooperative efforts of several community agencies to provide expanded human services for the total community.

Exploration of the Community Education concept began with a multi-agency perspective. The county extension services, the planning district, Parks and Recreation and school administration representatives formed a study committee to explore the potential impact of Community Education on Gloucester County. Letters of endorsement of the concept came from more than 20 community agencies.

Through the County Board of Supervisors, the Parks and Recreation Department was given permission to apply for a Federal grant to provide for initial Community Education

Coordination. The Parks and Recreation Department served as the local educational agency in charge of overall supervision of the county-wide program, as well as the fiscal agent of the program. The community education coordinator reported to the director of Parks and Recreation. The school system provided the buildings, utilities and some custodial services at no charge to the program.

An interagency council was formed as well as a community wide advisory council to continuously assess the needs of the community and make program suggestions. Various agencies participate in the program development through their mailings, extended course offerings and cooperative planning efforts.

Several administrative changes have been made so that Community Education and Parks and Recreation currently operate with indepedent budgets. Both report to the Board of Supervisors through the county administrator. However, there remains a close cooperative effort in program planning and development.

GROVETON, FAIRFAX COUNTY–SCHOOL ADMINISTERED MODEL

Groveton Community High School opened in 1976. Designed and built with community input and cooperation, the buildings are available for a variety of uses by the high school population as well as by other members of the community. The community programs include recreation, education, leisure activities, and neighborhood problem solving. Space is offered to various county agencies when an agency has need for contact space in the community.

To facilitate these many activities, the position of Community Education Coordinator was established. The Coordinator works all segments of the community in helping them to solve problems and achieve their goals.

Relevant programs and activities are planned with the advice of an advisory council which includes representatives of the many neighborhoods served by the community school as well as representatives of various agencies, associations, and groups which provide services in the area. The advisory council also promotes two-way communication between the school and the community.

The Groveton Community High School is committed to quality education and human services to meet the expressed needs of all community members in order to help them develop their potential to the fullest for the betterment of the community.

Joint Ownership and Management

This form assumes that the partner agencies have developed strong relationships over a period of time and that there have been sufficient harmonious relationships which will encourage them to embark upon a joint venture. This form is a formal arrangement and will require legal assistance to assure that the relationship will be founded within the legal constraints of each participating agency. The documents which must be prepared by legal counsel will include the items listed for lease agreements as well as the rights and responsibilities of each participating agency as partners, the administrative and financial agreements, including what will occur should one of the participating agencies be unable to fulfill its

financial agreements, and the conditions and procedures for terminating the relationship. Each of the agreements must recognize processes for the mutual acceptance of key employees who will function in the project, for the concurrent or mutual adoption of implementing procedures and policies, and for procedures for reconciling differences. The agreements should provide for third-party procedures to resolve disputes whether they be by arbitration, mediation, or other means. This may be viewed as a permanent arrangement, and negotiations which lead up to the formation of a joint ownership and management form should be conducted from this perspective. In short, the participating agencies will create a new unit by delegating powers.

JOINT VENTURING

PARTICIPATING AGENCIES

execute

CONTRACTS

for the

JOINT MANAGEMENT

of a

COMMUNITY SERVICE CENTER

for

COORDINATED PROGRAMS AND SERVICES

relying upon

PERMANENT PARTNERSHIPS

Prime examples of Joint Venturing in Virginia may be found in Arlington. Two major projects have been developed in Arlington which are worthy of attention:

- The Thomas Jefferson Junior High and Community Center.
  This is a jointly funded and managed school and recreation facility. A variety of educational, leisure time, vocational, and civic programs are offered. Priorities are arranged for scheduling space. The facility is managed by a building manager with a custodial and maintenance staff which services the needs of a variety of leisure time activities in addition to school needs.

- The Arlington Career Center–Charles Fenwick Human Resource Center–and Columbia Pike Branch Library Complex.
  This complex was built on school board lands. The public library services the schools, and adult programs are interfaced with secondary school programs. No

separate governance arrangement is in place. This is also an example of bond referenda for a community service site with companion issues for human resources centers, and a technical education career center. This is an inter-agency project which incorporates a public branch library into a school facility.

BOND REFERENDA ITEMS

HUMAN RESOURCES CENTER

A satellite center, adjacent to the proposed Technical Education Career Center, which allows the Human Resources Department to offer preventive medical and social services in the neighborhood. At the same time, it serves as an on-the-job training site for Career Center students, preparing them for a wide range of health related careers.

TECHNICAL EDUCATION CAREER CENTER

This is a vocational-technical center in which high school students may elect job-skill training for part of each day at the Center. Job training for adults are conducted also. Some classes enroll both high school students and adults. The Center includes a library to serve both the school and community, and features technical materials in addition to serving as a general interest library.

The Landlord-Tenant Form

This form assumes either that one agency has excess space which it is willing to have other agencies occupy, or that one agency is in a position to include additional space in its plans for a new building. This form is a common form of managerial relationship, especially as schools are affected by declining pupil enrollment. An agency willing to build more new space than it needs may indicate that the arrangements with tenant-agencies will be short term and that the owner-agency has long-range plans for using the additional space for future programs of its own.

The arrangement may take the form of a use permit for periodic use of certain spaces, or a lease-contract for space which will be under the full control of the tenant-agency. The use permit may be a verbal understanding, an interdepartmental memorandum, or an administrative form designed by the owner-agency. The laws of Virginia permit school boards to allow use of school property for non-school purposes, and also allow for the school board to be the lessor or lessee of property. The lease is a more formal document which is usually prepared by legal counsel. The attorney drawing up the lease will have to understand the terms and conditions which the parties wish to have included in the lease. Some of the information which will be needed is listed in the following chart.

ITEMS INCLUDED IN LEASE AGREEMENTS

Legal identification of the parties and the authorized representatives.

Description of the property and types of uses which are to be permitted under the lease. This may also include responsibility for obtaining zoning clearances.

Liability agreements--insurance requirements and "hold harmless" agreements.

Whether structural modifications are permitted and whether or not permission must be obtained from the owner. This may also indicate whether the tenant

has a right to remove items such as air conditioners, built-in cabinetry, etc., upon expiration of the lease. It may also recite how the premises must be returned to the owner (reconstruction of changes or not).

Services to be provided by the lessor: custodial care, utilities, repairs, security, etc.

Responsibility of lessee and lessor programs, if any. There is usually a clause pertaining to recourse in the event one program interferes with the other.

Hours and days when use of the space will be permitted, and how the tenant may arrange for extended hours or days. Also, procedures for occasional use of additional space or sharing the use of special purpose non-leased space are described.

Payment procedures: how much, when, what happens in the event of a default.

Term of the lease and conditions for termination and/or renewal.

Method of resolving disputes and handling of complaints.

Responsibilities in the event of destruction of the property or in the event the owner requires the property before the end of the lease--how much help or relief the owner must provide the tenant to relocate.

SCHOOLS AS COMMUNITY SERVICE CENTERS

It is logical for schools as basic human service agencies to be a part of any partnership which brings a community service center into a community. The school building, therefore, is a prime candidate for housing the community service center. When such a determination appears proper, it must also be recognized that a school must have as its first priority serving the needs of the educational programs; all else is secondary. This suggests that school officials must retain the managerial role for the center. It does not mean that school officials must assume program responsibility for the various agencies which join in the center. Schools became more logical candidates in recent years because of the excess space resulting from declining pupil enrollment. During the late 1970's approximately 90 percent of all the school divisions in Virginia were affected by the loss of pupils. Loss of approximately 17,000 pupils per year for the 1980's decade was projected. The initial reaction of school administrators to the drop in enrollment is to assign space to educational programs which were inadequately housed, but it should be apparent that more space will be available, and economics alone will require that other agencies be invited to share that space and the cost of operating it or that some of our school buildings must be phased out of educational use, and new roles found for this real estate. Community service centers are logical alternatives which will permit the retention of educational programs in the otherwise underutilized school buildings.

HOW SCHOOLS BECOME COMMUNITY SERVICE CENTERS

- Schools must make a commitment to developing interagency linakges.
- Schools must be willing to provide space within the building for agency programs which the school and agency personnel feel are compatible with the school program and local needs.
- School staff must be available to develop a plan of action which will include: identification of acceptable agency programs, strategies for interesting those agencies in the concept, methods of identifying relevant community needs, and plans for management, funding, staffing, and operation of the Center.
- A coordinator for the Center must be designated.

When existing school buildings, or new ones, are considered to accommodate community service centers, the compatability of the programs and the acceptance of the location by the prospective patrons must be considered. For example, school administrators may be reluctant to accept the hard social services, such as drug counseling and offender aid and restoration programs, in a school building because of the potential interaction between students and clients of the programs. Similarly, CETA clients may be reluctant to return to a school building if they feel that their problems may be attributed in part to the educational system or a particular school program. Each participating agency must give careful considerations to these concerns and decide whether or not the obstacles can be overcome by careful attention and planning. The degree of difficulty of the solution may be such as to cause the parties to consider abandoning such an idea. On the other hand, creative solutions may bring about an acceptable project.

In order to avoid some of the most obvious reasons for conflict between different programs and their patrons, attention should be given during the planning for the use of school buildings (more so than in other buildings) for structured separation of the programs in areas where there is no need or intent to share spaces. This suggests separate parking areas, separate entrances, separate administrative and reception areas, separate lounge and rest room areas, and separate storage and staff work areas.

When space is to be shared, the character of that space can be altered to allow for greater comfort, better accoustics, and a more pleasant environment through the use of color, textures and graphics. The accessibility of spaces to the handicapped and the elderly is of utmost importance in Community Service Centers. The space assignments should be arranged in such a fasion as to provide for control and security. Information kiosks or stations within the facility will be very helpful to those who do not use the facility on a regular basis.

A careful analysis of a school building will show that most school buildings are very adaptable to change and can be modified easily to serve the broader purposes of a Community Service Center.

SUMMARY

Community Service Centers are places where essential community services are combined at one location to conserve community resources and to accommodate those who would require the services offered. Cooperative relationships between the tenant agencies can result in better linkages of services, which could bring about the increased availability of services as well as some cost reductions. Careful arrangements of spaces will do much to contribute to the effectiveness of the Center as well as reduce the problem areas when multiple tenants with diverse patron groups join together under one roof.

Because of the location and type of construction of school buildings, schools are excellent choices for Community Service Centers. In addition, the requirements for operational personnel in school buildings are similar to those which would be required in a building with multiple tenants. Schools are very adaptable to serve the extended needs of the community when their space requirements are reduced because of demographic changes.

Chapter VI

MANAGING THE COMMUNITY SERVICE CENTER

The skill and attitude of the managerial personnel will have a strong effect upon the success of the center. Well designed facilities will fail to meet community needs if management tends to bureaucratize itself. On the other hand, cooperative and solution-seeking managers can convert a very inadequate facility into a very valuable community asset. The function of managerial personnel and the qualities sought in filling these positions should be considered carefully in order to gain the most from the investment of resources in a community service center.

GENERAL SUPERVISION

When the Center is a part of a school, the overall supervision will be vested in the school prinicipal. Program responsibilities may be assigned to a Community Education Coordinator whose primary function will be to work with community education programs, but who can be of great assistance to the school principal. The Community Education Coordinator can make a principal's job easier by assuming some of the responsibilities in communication and community public relations. The Center program and coordinator provide a different perspective in a regular school, and can be a safety valve or release for discipline problems.

Supervisory relationships will not follow customary organizational patterns. Supervisors must work with, for and through people in order to stimulate productive relationships for the individual and the organization. Supervisory training programs should include interdisciplinary training and experiences for better understanding of the concerns of other disciplines and services.

BUILDING MANAGEMENT

Regardless of the form of management selected for the Community Service Center, there will be a need for a building manager and an operating staff for the center. The person selected as the building manager must be concerned with scheduling, maintaining, and operating a facility to serve the needs of multiple programs. The manager should possess managerial skills as well as a high degree of tact and diplomacy because of the relationships which must be maintained with many different program personnel and patrons. The manager must be a member of the agency which is the owner or prime user of the facility and should report to the highest ranking program person who is present in the facility.

The building manager is responsible for housekeeping personnel and procedures. This involves scheduling routine work in such a way as not to impair the various programs, and it also requires provisions for emergency response when required. If there is specialized equipment in the facility, the building management personnel must be equipped to service, operate and maintain that equipment when it is expected to be used by more than one program. Building management in a Community Service Center may also include budgeting, payroll, rental, records, and concession management.

The manager must be charged with the responsibility of keeping the facility functional at all appropriate times, sometimes seven days per week, and fourteen or more hours per day. This will involve custodial staffing for housekeeping and for the necessary furniture rearrangements. In addition, necessary maintenance and technical services must be provided to service the needs of the using agencies with minimal interference with their programs. The manager must use an acceptable method of scheduling space so that priorities are respected and procedures are established to consider schedule changes when program changes require them. It will also be essential to make provisions for a safe, secure, and controlled environment to permit each using agency to keep its attention and resources focused on program matters.

CONCERNS AFFECTING CUSTODIAL, MAINTENANCE, SECURITY IN COMMUNITY SERVICE BUILDINGS

Late evening and early morning schedules.
Long operating periods daily.
Holiday and vacation period operation.
Equipment and furniture needs scheduling and servicing.
Changing patrons—numbers, types, needs.
Cleaning and service scheduling around program requirements.
Custodial equipment needs—more sophisticated usually.
Increased custodial and maintenance force.
Supervision of shift workers.
Needs of concessionnaires.
Special needs of occasional programs.

Building Manager Model

The Building Manager is a member of the managerial staff of the owner-agency. When the owner is the School Board, the Building Manager will function under the general direction of the school principal, and will be responsible for coordinating the use of the facilities (buildings, grounds, and equipment) by school and community groups. The Building Manager does not have program responsibilities, but is concerned only with:

1. Scheduling facility use by various groups, and maintaining a calendar of the activities to take place.
2. Scheduling equipment and service requirements for facility use.
3. Managing an effective maintenance and custodial service program.
   a. Securing and scheduling the necessary staff.
   b. Securing and maintaining supplies and equipment for the maintenance and custodial programs.
   c. Organizing and scheduling preventive and major maintenance work.
4. Coordinating and supervising the safety and security programs of the facility.
5. Managing rental programs and concessionnaire contracts.

The Building Manager in a larger facility may be assisted by a head custodian and a maintenance foreman. These individuals may be scheduled to work different shifts from the Building Manager in order that the facility is properly covered at all necessary times.

When the facility is to be operated long hours or more than five days per week, it is appropriate to consider the employment of an Assistant Manager or an Evening Supervisor. When this is done, that individual is generally concerned with the following items:

a. Security of the facility.
b. Fire and safety regulations.
c. Directing patrons to scheduled program areas.
d. Providing information regarding program schedules.
e. Enforcing appropriate regulations for facility use.

Community Facility Coordinator Model

The Community Facility Coordinator is a member of the staff of a tenant-agency. The Coordinator will function as the representative of the owner-agency with respect to:

1. Scheduling facility use by various groups, and maintaining a calendar of the activities to take place.
2. Scheduling equipment and service requirements for facility use.
3. Arranging with the chief on-site representative of the owner-agency for necessary maintenance and custodial requirements.
4. Representing the chief on-site owner-agency representative with respect to the safety and security programs of the facility.
5. Enforcing appropriate regulations for facility use.

The Coordinator, as a member of the tenant-agency, performs additional functions of a program nature:

1. Working with an advisory council to determine community program needs.
2. Arranging, staffing and scheduling community programs.
3. Providing information about program schedules at this and other community centers.

Community Education Coordinator

This position has less emphasis placed upon it for facility management, and more program responsibility is assigned. The Community Education Coordinator will be a member of the staff of either the owner-agency or the tenant-agency. The responsibilities assigned to the position will vary according to which agency employs the person and to other local conditions. In general, the primary emphasis of this position will be:

1. Working with an advisory council to determine community program needs.
2. Arranging to meet those needs, including staffing and scheduling the community programs.
3. Providing information about relevant programs and other places to satisfy the expressed community needs.

Secondary emphasis may be placed upon facility matters during regular or after-hours of the owner-agency programs. These will include a variety of combinations of services as listed in the Building Manager and Community Facility Coordinator models.

POLICIES AND PROCEDURES

Policies are guides to action and are very necessary to those who are responsible for managing facilities, especially if those facilities are to accommodate non-traditional programs during either regular or non-regular operating periods. Policies for scheduling the use of facilities should include:

Identification of areas and priorities for use which have been agreed upon.
Procedures to be followed to schedule use of these facilities and to honor the established priorities.
A procedure for the resolution of differences between those involved with the use of these facilities.
Conditions under which the facilities may be used by tenants under long-term lease or short-term rental bases.
Schedule of charges (or cost reimbursements) to be made for different categories of users, and what disposition is to be made of any fees collected.
Risk management requirements, such as assumption of liability through insurance by user-agencies.
Assignment of responsibilities for enforcing the policies and regulations.

Short Term Rentals

Short-term rentals may be permitted by the school boards of Virginia on terms and conditions set forth by the local school board. An illustration follows (Fairfax County):

ADM-20 (REV. 6-77)

FAIRFAX COUNTY PUBLIC SCHOOLS

Fairfax, Virginia 22030

APPLICATION FOR COMMUNITY USE OF BUILDINGS, EQUIPMENT, AND GROUNDS

Instructions: All information must be furnished before application can be processed. Fees must be paid when filing application, except extended contractual arrangements may be paid monthly. Make check payable to the school. Application must be filed with the school principal not less than ten (10) working days before intended use.

1. School Requested (Name) _____

2. Activity Date(s) | Building to be Open A.M. P.M. | Closed A.M. P.M.

_____ A.M. P.M. A.M. P.M.

_____ A.M. P.M. A.M. P.M.

3. Organization _____

Address _____ (street) (city/county) (zip code)

_____ Office phone No. Home Phone No.

4. Type of Activity _____

5. Will you attend? Yes___ No___ If no, who will be in charge?

_____ Name Phone No.

6. Name of chaperones (one required for each 25 children) who have agreed to supervise this activity: (List two)

Name _____ Phone No. _____

Name _____ Phone No. _____

7. Organization is a non-profit type: Yes___ No ___

8. Organization has liability insurance coverage: Yes___No___

Individual Coverage $ _____ Total Coverage $ _____

9. Is there a third party contract/arrangement with a profit making organization?

Yes___ No___ Name of Organization _____

Fee Amount $_____ Explain role of third party _____

10. Does the user collect fees?

Admission: Adults $_____ Children $ _____ Couple $_____

Dues: Monthly $_____ Annual $ _____

Donations $_____ Advertisement $_____

Others (specify) $ _____

11. Requirements: (Specify)

Rental	Personnel	Special Equipment/ Service
Auditorium _____	Cafeteria _____	_____
Cafeteria _____	Custodial _____	_____
Cafeteria W/kitchen _____	Maintenance/ Technicians _____	_____
Classroom(s)_____	Faculty	
Gymnasium _____	supervisor _____	_____
Other_____	Student technicians _____	_____

The undersigned certifies that he/she is familiar with Regulation P1510, Manual for Community Use of Facilities and Safety Regulations 5600 Series of Fairfax County School Board for Community and Local use concerning public use of facilities and that such Regulations and Statutes will be enforced by said user. The undersigned accepts for the user the full responsibility for any and all damages to school property caused by said user, and for the prompt and proper settlement of claims for such damage (SEE EXTRACT OF POLICIES ON BACK OF THIS FORM.)

Signature of Applicant Position Title Date

OFFICE USE

FROM

☐ Approved Circle Type of User: Group I, II, Other

☐ Approval Recommended

☐ Disapproved _____ (signature of principal) (date)

FROM

Department of Recreation and Community Services

☐ Approved

☐ Disapproved _____ (signature Department of Recreation and Community Services) (date)

VIA

Safety Office

☐ Approved

☐ Disapproved _____ (signature Safety Office) (date)

TO

☐ Approved

☐ Disapproved _____ Associate Superintendent for Operations (date)

CAUTION

Approved applicants will acknowledge responsibility for compliance with safety regulations in the 5600 Series of the Blue Books, Policies, Bylaws, and Regulations, FCPS. Particular attention is directed to the requirement for leaving all cafeteria-type folding tables in an open, horizontal position.

For Assistance Telephone Safety Office 691-2612

OFFICE USE

Reference Regulation P1510

1. IRS Letter Yes ____ No ____ Attachment _____

2. Liability Insurance Policy Yes___ No ___ Attachment _____

Amount $ _____

3. Custodial Overtime Hours (Reference Attachment D)

Custodian	Hours	Comments
No. 1	_____	
No. 2	_____	
No. 3	_____	
_____	_____	
Total hours	_____	

Note: Custodial overtime is required to service the building. Total hours to be utilized in paragraph 5b, below.

4. Rental (See Attachment C)

	No.	X	Hrs.	X	Fee	$	$
a. Auditorium							
b. Cafeteria							
c. Cafeteria w/kitchen							
d. Classroom(s)							
e. Gymnasium							
f. Other							

Subtotal $_____

5. Personnel (See Attachment D)

	No.	X	Hrs.	X	Fee	$	$
a. Cafeteria							
b. Custodian							
c. Maintenance technician							
d. Faculty supervisor							
e. Student technician							
f. Other							

Subtotal $_____

6. Special Fees (See Attachment E)

List	No.	X	Hrs.	X	Fee	$	$
a.							
b.							
c.							
d.							
e.							
f.							

Subtotal $_____

Total (paragraph 4, 5, & 6 above) $_____

COMMENTS:

69 Distribution of copies: White, Applicant; Green, Safety Office; Canary, Department of Recreation and Community Services; Pink, School File; Goldenrod, Custodian.

REGULATIONS GOVERNING USE OF SCHOOL BUILDINGS

1. **General** — Pursuant to section 22-164, 164.1 and 164.2 of the Code of Virginia as amended, the School Board or the Superintendent may, but is not required to, permit the use of school buildings and grounds for legal assemblies and as voting places. The School Board shall adopt regulations to protect the school property when used for such purposes. Any such permission shall be on terms and conditions as will not impair the efficiency of the schools. Pursuant to these statutes, the School Board of Fairfax County sets forth these rules, regulations, terms and conditions on which school properties may be rented to responsible organizations to be construed and applied in light of the requirements of its duties, responsibilities and obligations under the statutes and Constitution of Virginia.

   School functions will not be postponed or cancelled to make facilities available to community groups. Applicants for facility use shall endeavor to assure that two-thirds or more of the production cast/participation in an event in use of the facility shall be residents of Fairfax County. Schools shall not be available for private entertainment or parties.

2. **Permissible Activities** — Community activities which service the needs of Fairfax County citizens may include, but are not limited to, concerts, fun fairs, dramas, book fairs, art exhibits (not sales), meetings of organizations; and athletic or recreational games, contests, sports, or activities.

3. **Fees** — Fees charged for services and/or rental usage shall be paid in advance when filing an application. For extended contractual agreements, payments may be paid monthly.

4. **Minimum Attendance Requirements** — The use of a building/facility shall be permitted when the expected activity is consistent with the facilities requested.

5. **Custodial Service** — Custodial services shall include unlocking and locking doors (including gymnasium dividers), operating ceiling lights, maintaining the heating and air-conditioning systems, setting up chairs (limited to 25 chairs without an additional charge), adjusting basketball goals to proper height, and the cleanup normally performed. The user organization shall be expected to clean up the facility within reason or be charged for custodial services.

6. **Smoking** — Smoking shall be permitted in designated area established by the principal. Smoking is prohibited in the auditorium, stage area or gymnasium.

7. **Food/Beverages** — Food and/or beverage shall not be permitted in the auditorium, stage area, or gymnasium unless such areas are equipped for that purpose. No alcholic beverages may be served or consumed on School Board property.

8. **Police Supervision** — When any event in a school building is open to the general public, the sponsoring person or organization may be required to obtain police supervision and is responsible for the payment for said supervision. The police supervision requirement is optional at the discretion of the principal.

9. **Gambling/Disorderly Conduct** — No immoral or unbecoming conduct may be permitted, and no gambling may take place on School Board property. Violators will be prosecuted in accordance with the law.

10. **Chaperones** — One chaperone is required for each 25 children in attendance. Each chaperone is expected to exert him/herself to assure that all spaces used, including the outside, are adequately supervised.

11. **Accidents and Liabilities** — The user (or applicant) shall agree to hold harmless and indemnify the Fairfax County School Board, with respect to any claim or loss, injury, damage because of negligence of the user, user's employees or agents, including damage to property of the School Board, or for which it is liable. An insurance policy for such coverage is recommended.

12. **Use of Equipment** — (a) Stage equipment provided: Speaker's stand or table, not more than 25 chairs, footlights, overhead lights, backdrop, front curtain — and piano if available. The custodian or school stage crews are not obligated to assist in changing scenery. Alterations to electrical service panels or electrical equipment is forbidden. (b) Pianos shall not be moved unless permission is granted by the principal. Heavy upright and grand pianos may be moved only by professional piano movers whose services shall be arranged and paid for by the renter. This includes return of the piano to its original location. (c) Classroom rental includes only the use of furniture, chalkboards, and toilets. (d) Building equipment, such as storage cabinets, and supplies shall not be used. (e) Stage lighting and special stage equipment may only be operated by a school approved technician. School equipment (other than those discussed) is not available for rental or loan.

13. **Kitchens** — Facilities may be rented upon the school principal's approval of an application for use of the building cafeteria. A food service employee, preferably from the school involved, shall be engaged in advance and be present during the activity to include the clean up of the facility.

14. **Hours of Usage** — When normal custodian staffing is scheduled and the user does not pay cutodial fees, usage shall be restricted to the hours from the close of the normal day's activities until 10:15 p.m. on week days.

    When normal custodian staffing is not scheduled, and the user pays custodial fees, usage shall be restricted to hours from the close of school to 11:30 p.m. on week days; from 8:30 a.m. to 11:30 p.m. on Saturdays; and from 1 to 7 p.m. on Sundays. Exceptions may be made for scheduled church/religious services.

15. **Inspection** — Prior to the use of the facility, the custodian together with user representative shall check the facility. After use, the custodian and user representative shall inspect the facility and note condition. Damages shall be reported in writing to the building principal, signed by the custodian and approved representative of the user.

16. **Parking** — Parking of vehicles on school grounds shall be confined to approved blacktop areas except when authorized by principal/head of activity.

17. **Air-Conditioning and Heating** — The air-conditioning and heating system shall be operated to support school programs and shall not be changed for the benefit of users.

18. **Inclement Weather** — Use of schools by outside groups shall be automatically cancelled when schools are closed due to inclement weather or other emergency conditions.

19. **Conflict of Interest** — School facilities and/or equipment shall not be used for personal gain by businesses, private individuals, students, or employees of the school system.

20. **Denials** — The school administration reserves the right to deny the use of facilities at any time, and the School Board is the final authority concerning interpretations and modifications of policy, and in rendering decisions. In particular, the right is reserved to deny the priviledge for continued use of facilities to any user who does not comply with the contractual arrangements.

21. **Disagreements** — Disagreements concerning the interpretation of these procedures and regulations or School Board policy shall be referred to the Safety Office for staff assistance. Disagreements requiring resolution shall be forwarded by the Safety Office to the associate superintendent for operations for a decision.

Scheduling Users

It may be necessary to have two different sets of procedures to schedule the use of a jointly used facility. One set of procedures would apply to each tenant-agency which has an established priority for use. A second set would control the casual or occasional users of the facility. Two such illustrations follow: the first is for use by the school staff of the Arlington Thomas Jefferson School and Community Center, and the second is for non-regular users of the same facility.

PROCEDURES FOR ACQUIRING FACILITY SPACE
THOMAS JEFFERSON INSTRUCTIONAL STAFF ONLY

INTRODUCTION

In order to guarantee that the Thomas Jefferson Facility is used efficiently for the many varied pruposes for which it was designed, it is necessary to follow certain procedures in requesting use of facility space. Below you will find procedures for the instructional staff at Thomas Jefferson to follow when requesting the use of facility space. If there are any questions please contact the Facility Manager's office (558-2157).

INFORMATION

Areas:	1.	Instructional	all classrooms
	2.	Recreational	Applied Arts Room (40), Game Room (31), Canteen & Club Room (32), Meeting Room (35), Performing Arts (123)
	3.	Joint Usage	Auditorium, Controlled Environmental Facility, Outdoor Facilities
Time Periods:	1.	8:00 AM - 3:00 PM	Regular School Day
	2.	3:00 PM - 5:30 PM	After School
	3.	5:30 PM - 10:30 PM	Evening

There are two methods to request use of Facility Areas:

1. Bi-Annual Requests:
   Use for (a) Instructional Areas during after school & evening hours.
   (b) Joint Usage Areas during Regular School Day, After School and Evening hours.

   This is the preferred method. Instructional priorities for instructional and joint usage areas can only be granted by using this method. All requests must be written and turned in to the Principal's office. Use *Bi-Annual Request for Facility Space* which can be obtained from the main office. Requests which come in after the Bi-Annual Requests (Individual Requests–see No. 2) will be handled on a first-come first-serve basis.

Bi-Annual Requests Schedule:

(a) September–Mid-June–Due in to Principal's office by June 1, due in to Facility Manager's office by July 1.
(b) Mid-June–August–Due in to Facility Manager's office by February 15.

2. Individual Requests:

Use for (a) Instructional Areas during after school & evening hours.
(b) Joint Usage Areas during Regular School Day, After School and Evening Hours.
(c) Recreational Areas during Regular School Day, After School and Evening Hours.

If bi-annual requests are made, individual requests are not necessary. Use this method for all requests not included on the Bi-Annual Requests. These requests will be handled on a first-come first-serve basis. See chart below for instructions on *Individual Requests.*

Area	Time Period	Procedure
Instructional	Regular School Day	Principal or Ass't. Principal will assign areas. Changes in assignments or additional space being used should be reported to Facility Manager by Principal or Ass't. Principal.
	After School	Notify Facility Manager's office–give room, time & purpose.
	Evening Hours	Request from Principal or Ass't. Principal. Principal or Ass't. Principal will request from Facility Manager's office. Give room, time, purpose.
Joint Usage* (Other than Physical Ed. use of CEF or Drama Activities use of Auditorium)	Regular School Day	Request from Ass't. Principal or Principal. Ass't. Principal or Principal request from Facility Manager. Outdoor Facilities–fill out "Request for Use of Facilities." Principal must approve request and turn it in to Facility Manager.
	After School	Same as above.
	Evening	Auditorium and Outdoor Facilities. Same as above. CEF–Fill out "Request for Use of Facilities." Principal must approve request and turn it in to Facility Manager.
Joint Usage Physical Education use of CEF	Regular School Day	No request necessary unless Recreational 1/3 of CEF is needed–if Recreational 1/3 is needed fill out "Request for Use of Facilities." Principal must sign request and turn in to Facility Manager's office.
	After School	Request from Facility Manager.
	Evening	Fill out "Request for Use of Facilities." *Principal must approve* request and turn it in to Facility Manager.
Joint Usage Drama Dapt. use of Auditorium	Regular School Day	Request from Facility Manager.
	After School	Same as above.
	Evening	Request from Principal or Ass't. Principal–Principal or Ass't. Principal request from Facility Manager.

*If technical services (special lighting, audio, etc.) is needed in the Auditorium from the stage technician, fill out *Technical Service Request* and turn in to Facility Manager.

POLICIES AND PROCEDURES FOR USE OF T. J. COMPLEX

I. Policy

The Thomas Jefferson Junior High and Community Center will be used primarily for programs and activities of the schools and the recreation division; and when portions of the facility are not required for these, they may be made available to other organizations under conditions set forth herein and appropriate sections of the Code of Virginia and other applicable School Board rules and regulations.

II. References

ASD 40-6.3.1 and 40-6.3.2 which govern the use of the school facilities by Arlington County agencies and outside groups.

Section 22-164 and 164.1 of the Code of Virginia as amended. Schools' form No. 07-08040 "Application for Permit to Use School Buildings"; and

Schools and Recreation Form "Request for Use of Facilities."

III. Areas and Priorities

Group 1–School Areas

School "A"
School "B"
School "C"
Classrooms & Labs
Typing
Instructional Portion of CEF
Selected School Storage Areas
Music
Home Economics
Art
Industrial Arts

Priorities:
1. Instructional activities–Thomas Jefferson
2. Recreational activities–T. J. Community Center
3. Other Arlington County Public Schools Use
4. Recreational Special Events
5. Rentals

Group 2–Recreation Areas

Applied Arts
Game Room
Canteen & Club Room
Recreation Portion of CEF
Performing Arts Studio
Selected Recreation Storage Areas
Recreation Locker Space

Priorities
1. Recreation Activities–T.J. Community Center
2. Recreational Special Events
3. Instructional Activities–T.J.
4. Other Arlington County Public Schools Use
5. Rentals

Group 3–Recreation & Schools–Shared Facilities

Auditorium & Related Facilities
Instructional Portion of CEF
Outside Athletic Facilities

Priorities
1. Instructional activities sponsored by T. J. Junior High
2. Recreational Activities
3. Other Public Schools
4. Rentals

IV. Procedures

A. *General*

Requests should indicate total equipment needs and set-up diagrams as required.

Large events such as fairs, folk festivals, art shows, rock concerts, etc., which require extensive set-up will be individually reviewed.

B. *Time Schedule*

For program period Sept. 1–June 15, requests must be submitted by June 1.

For program period June 16–August 31, requests must be submitted by January 15.

Requests received after above-mentioned deadlines will be handled on a first-come first-serve basis.

Cancellations should be given to the T.J. Facility Coordinator at the earliest possible time.

C. *To determine the availability of space:* Contact T. J. Facilities Manager at 558-2157 for any portion of the Complex.

D. *Method of Applying:*

After determining availability of space (see C.):

1. Schools, Recreation and other County Departments or Divisions: "Request for Use of Facilities" form. Process as noted.
2. Rentals by Outside Groups: Outside groups wishing to rent the T. J.-Community Center Complex will make their request through the Facility Manager.

Present school rental policies as set forth in the Application for Permit to Use School Buildings (No. 07-08040 7/72) prevail except:

Rental Fee for CEF Area (includes use of locker rooms)
$200.00 per 1/3 of the CEF area–each use.
$500.00 for total CEF area–each use.

The basic fees are:

Auditorium Performance—each	$150
Auditorium Rehearsals—each	75

Additional fees will be assessed to cover the following:

Dressing Room—each time used	$10 (each)
Orchestra Pit—each time covers are lifted or replaced	25
Use of Control Booth and rigging each performance or rehearsal	25

Stage Technicians and Crew—Outside groups using the stage are required to use the Recreation Division's stage technician to supervise all rehearsals and performances. Stage crews can be provided by the user or furnished by the Recreation Division. The expenses of the stage technician and crew will be pre-paid to the Recreation Division on a cost basis. The Department of Environmental Affairs' Policy for this type of service will be followed.

Space Scheduling

Procedures for space scheduling in a Community Service Center should establish priorities for each area and procedures for invoking those priorities. For example, if a school is designated as the Community Service Center, then educational programs have first priority for the use of classroom spaces during school days; second priorities may be given to other tenant agencies, and third and fourth priorities may be assigned to other groups. Generally, the priorities are established in the basic agreements reached when the Community Service Center is established, but management of those priorities falls upon the building manager. The priorities may be assigned with respect to spaces, hours of the day, days of the week, or periods of the year. The scheduling procedures should recognize that program requirements for space may change, and should allow for "bumping" when needs change. For example, if Agency A has first priority for Space I and does not schedule it during the proper time for invoking priorities (twice annually, or quarterly), Agency B may claim it and incorporate its use in the programs for Agency B. Then, if Agency A finds that it does require Space I, there should be some provision for "bumping" Agency B from that space upon a reasonable notice. Of course, if Agency B is unwilling or has made a heavy investment in its planned use for Space I, a dispute will arise. If the agencies cannot negotiate a settlement, an appeals procedure should be in place to resolve the dispute without a long delay.

The building manager should maintain a calendar on which special events are listed. This will assist agencies to plan their activities more effectively, even though the programs may not require the same space. For example, there may be too heavy a demand on the parking spaces to accommodate competing programs. The building manager should seek reservations for spaces quarterly or semi-annually, and should arrange for completing requests to be considered at a meeting of the requesting agencies so that each may have a better appreciation of the needs of the others. These sessions will also help to encourage agencies to trade off priorities, equipment, and other resources.

A sample form for receiving space requests follows.

ARLINGTON COUNTY, VIRGINIA
School Division & Department of Environmental Affairs

REQUEST USE OF FACILITIES AT _____

REQUEST FOR USE OF FACILITIES

SUBMITTED BY _____ DATE _____

FACILITY (IES)	SPECIAL NEEDS	DATE (S) AND HOURS	ACTIVITY
☐ Auditorium ☐ Baseball Diamond ☐ Cafeteria ☐ Classroom (No. _____) ☐ Football Field ☐ Gymnasium ☐ Shower Room ☐ Multipurpose Room ☐ Play Field (s) ☐ Playground ☐ Recreation Center ☐ Tennis Courts ☐ Toilet Rooms ☐ Other (specify)			

CONDITIONS IMPOSED ☐ (By Schools) ☐ (By Recreation Dept.) _____

FOR USE OF SCHOOL FACILITY	(Approval)	(Disapproval)	(Reason for Disapproval)
Recreation Section Supervisor			
School Principal			
Asst. Supt. for Finance			
Supt. of Schools			
County Manager			

FOR USE OF RECREATION FACILITY	(Approval)	(Disapproval)	(Reason for Disapproval)
School Principal			
Recreation Section Supervisor			
Recreation Chief or Director			
County Manager			
Supt. of Schools			

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COSTS TO BE ASSUMED BY USER (For Finance Use Only)

Yes _____ No _____

Labor $ _____

Damages $ _____

Other (specify) $ _____

TOTAL $ _____

Audited By _____

White Copy – To be processed and returned to initiating agency with approval or disapproval.

Yellow Copy – Control agency.

Blue Copy – To be processed and kept by agency whose facilities are to be used.

Pink Copy – To be retained by initiator as record.

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COST SHARING ARRANGEMENTS

There are several ways in which the costs of operating a Community Service Center may be shared among the participating agencies: pro-rata assessments in proportion to the amount of usable space occupied; hourly or daily rates for the space used; agreed amounts set forth in the documents establishing the Community Service Center; tradeoffs (service in lieu of cash); or a separate fund established by the fiscal authority which regulates all or most of the participating agencies in the Community Service Center. When there is no lease agreement, either an arbitrary rate or one which pro rates the current operating costs for the building are the most usual amounts which are charged. When there is a formal agreement, more precise determinations are reached by amortizing the capital values of land and building, including the operating costs, and assessing an overhead factor. The costs arrived at in this fashion are usually divided on a square footage basis in accordance with the amount of space assigned to each agency, regardless of the actual hours of use for each program.

COST SHARING OPTIONS
COMMUNITY SERVICE FACILITIES

Among Existing Agencies:

- Accept tradeoffs in lieu of actual billing
  Example: Dana Witmer Human Resource Center, Pontiac, Michigan
- Assess cost on a square foot basis for the actual space occupied, and charge fees for any periods in which additional space is shared.
  Example: John F. Kennedy Community Center, Atlanta, Georgia
- Community Services Fund carries plant costs and management of the fund is assigned to one of the agencies. Fees charged for occasional uses.
  Example: Thomas Jefferson Junior High and Community Center, Arlington, Virginia

New Management Agency Formed:

- Space leased to using agencies on annual basis; charges on a square foot basis.
- Shared space (meeting halls, etc.) rented on a per use basis.
- Losses underwritten by central government.
  Example: Town Center Management Corporation, Buffalo, New York

ADDITIONAL OPTIONS

- Zone the facility and separate utilities, leaving each using agency with problem of housekeeping and maintaining own space and paying own utility bills.
- Share utilities and maintenance, leaving the problem of custodial care to each tenant.
- Negotiated fee by owner agency.

Pro-Rating Costs of Space

The owner-agency which makes charges for space assigned to other agencies must exercise care to avoid becoming a profit-making institution, thereby jeopardizing any immunity it may

enjoy as a governmental entity. It should also avoid different rate structures for any liability insurance coverage it may require. There is little chance of this happening when direct costs and reasonable overhead factors are applied, but recovery of capital investment costs through such arrangements must be handled with care. One such arrangement used by a Virginia school division assumed an amortization schedule of twenty years to represent the remaining life, more or less, of the facilities being occupied, and applied this five percent factor to the insured value of the buildings and a reasonable value of the land. While this has not been tested in courts, several leases were executed, and the attorneys involved found no difficulty with this rationale.

CALCULATING PRO-RATA COSTS
COMMUNITY SERVICE FACILITIES

Data Needed:
- Building area—usable space plus service areas.
- Site size.
- Valuation of the site.

Calculation:

a. Direct costs to satisfy user requirements Includes painting, remodeling, and other special requirements. $ _____

b. Land Value $ _____

Value for which the building is insured _____

Times 5% _____ _____

c. Utility Costs
Fuel _____

Power _____

Water _____

Total _____

d. Custodial Costs
Payroll _____

Fringe Benefits _____

Total _____

e. Maintenance
Building Insurance _____

Preventive maintenance (may be pro-rated on a square foot basis from central costs) _____

Major maintenance anticipated _____

GRAND TOTAL OF COSTS $ _____

Divide by area of the building = $ _____ per square foot.*
Multiply by portion assigned = $ _____ cost to tenant.

*Note: Costs may be apportioned according to space occupied, leaving other service spaces (general toilets, boiler room, etc.) out of the calculation.

Chapter VII

KEY ELEMENTS FOR SUCCESS WITH COMMUNITY SERVICE CENTERS

Each project must be a distinct mix of ingredients which will vary according to the participating agencies, the locality, the environment (legal and other conditions), and the time in which it is developed. A number of excellent references are available as checkpoints, but none is recommended as a "recipe book."

Bussard, Ellen, *Community School Centers* (New York: Educational Facilities Labs., Inc., 1978.

Malloy, Larry, *Community/Schools: Sharing the space and the Action* (New York: Educational Facilities Lab., Inc., 1973).

Ringers, Joseph, *Creating Interagency Projects* (Charlottesville, Va.: Community Collaborators, 1977).

Ringers, Joseph, *Community/Schools and Interagency Programs* (Midland, Mich.: Pendell Publishing Company, 1976).

WHAT ARE SOME KEY QUESTIONS TO BE ADDRESSED?

1. Why is the project being started--motivation (conquest, competition, cooperation)?
2. Has a "climate" for cooperation been developed through successful, smaller projects among the cooperating agencies?
3. Has a blueprint or charter been established setting forth all the understandings reached by the participants who will be partners in the project?
4. What role will the immediate neighborhood *and* the program participants play in planning and programming?
5. How will programs (new and existing) be evaluated, and what will be done with the evaluations?
6. What roles do the several agencies and patron groups play in the management of the facilities?
7. How will the impact of the center on the immediate neighborhood and the community-at-large be monitored (vandalism, crime, social conditions, property values, K-12 programs, business community, community improvements, etc.)?
8. Will co-programming and coordination or programming be a goal; how will they be promoted?
9. Will the center alter relationships of the governing boards of the participating agencies; what impact will that have?
10. Finally, if it were possible, if it were just possible, that you were able to design a brand new community services delivery system, how would it differ from the one you have to use as a base because it is already there? This will help you recognize whether you are motivated through a desire to COMPETE, or a desire to CONTRIBUTE TO MAKING THINGS BETTER. If competition is your objective, you will have a long and hard battle on your hands; if it is

to ENABLE your community to go forward, you will find allies, and the road will be easier, but it will still be long, hard work. Be patient, persistent, and prepare yourself for setbacks, delays and disappointments.

What to Monitor

Some Community School Centers make it; others don't. Some interagency programs are successful while others fall apart after the initial enthusiasm has cooled. What chemistry or qualities make the difference? How can we keep a center or a project from failing? What are the key elements to monitor?

Certain basic ingredients for initiating and maintaining successful ventures in space-sharing and program integration have emerged from many projects reviewed over the last decade. Certain arrangements work. Conversely, the neglect of certain practices and the abuse of certain relationships are the forerunners to failure.

The factors which must be reckoned with include:

A. Leadership
B. Participative Decision Making
C. Programming Effectiveness
D. Governance and Management Arrangements
E. Problem Resolution Process
F. Facility Arrangements
G. Evaluation Procedures

A. *Leadership*

The most important item to the success or failure to a program is the person who creates the environment within which the program functions. That person functions as an enabler to develop and support the natural and changing program leadership to keep the program vital. The enabler does this by: energizing forces to address changing community needs; generating community and financial support; enticing necessary partners to share interest, expertise, and resources in serving the community's needs; keeping the program vital, exciting and relevant; serving as a communicator between various elements of the community, its agencies and power structure; and instilling confidence among team members.

B. *Participative Decision Making*

Collective decisions are more likely to result in better decisions than individuals would normally reach. Participative decision making is more likely to generate support for the decision. Citizens, patrons, and staff members from various levels each bring different perspectives to the decision making process. Transition from a pyramid-like decision making model to a participative decision making model where lines are not straight and where lines are not constant is difficult to accomplish. The level of participation may range from consultative to democratic action. Participation brings understanding and can lead to stronger commitment to the decisions reached. There must be a vehicle for total involvement in the decision making process such as: charettes, committees, commissions, consortia, councils. hearings, study groups, task forces, workshops, etc.

C. *Programming Effectiveness*

A "center" may provide separate spaces for each participating agency; it may provide for space-sharing; or it may provide for both. Programs may be maintained separately; or there may be co-programming to avoid duplication, to coordinate, or to inter-relate several programs; or there may be consolidated programs in which each agency participates to the degree that it can be useful.

There must be methods or mechanisms for:

- Coordinating the various programmers;
- Considering new programs which do not fall clearly in one agency's turf;
- Conducting periodic needs assessments to keep the center viable.

D. *Governance and Management Arrangements*

Governing the center must provide for administrative and community involvement, but also must recognize where the responsibility lies. While the community must play a meaningful role, legal responsibility and accountability must remain with designated officials. A key in governing is the climate of relationships and trust between governing boards and key executives of the parent agencies. How frequently do key officials discuss the center and its programs? How supportive are they to current programs? How willing are they to consider expansions or re-direction of activities?

Management of the facility or program and cost sharing can become problem areas. Are the participating agencies and communities involved in the selection of the key management personnel? (They might either set criteria for selection, or screen applicants, with the final selection remaining with the responsible officials.) Is cost sharing simplified or complicated? Is the operating budget flexible enough to respond to valid needs? How is the operating budget set; is there a mechanism for interested and involved groups to be heard? Does the budget recognize that shared equipment must be of better quality and replaced on a different schedule than ordinary material?

E. *Problem Resolution Process*

Problems arise even under the most favorable conditions. Some may resolve themselves, but some may escalate into very serious situations which threaten the continued existence of the center or partnership. A process must exist to recognize problems which require attention. That same process may effectively convert problems to opportunities. The process must allow for opposing positions to be presented, *and* for investigations by those who must make the decision; there is no substitute for a direct inspection of the condition.

The problem-resolution process should:

- allow parties in dispute some flexibility in their own situation to reach a compromise position;
- provide for a non-formal resolution by intermediate supervisors who have the authority to allocate necessary resources to resolve the problem; and
- have a representative body empowered to make the final decision.

F. *Facility Arrangements*

While a facility cannot make a bad program successful, a poor facility can handicap a good program. A good facility can be poorly managed so that arrangements or allocations of space seriously affect programs.

As a bare minimum, the facility should be arranged so that:

- Internal cross traffic of patrons of different programs is minimized. Separate entrances, separate parking areas, separate parking areas, separate essential spaces (toilets, lockers, etc.) should be arranged.
- Private areas should be arranged for staff offices and work areas, storage, lounges.
- Priorities must be understood and acceptable for the assignment of shared space.
- Shared space should be larger and better equipped in order to reduce the need for rearrangement for different programs.
- Custodial, maintenance, and technical staffing must be adequate–in quality, quantity and scheduling.

G. *Evaluation Procedures*

Evaluation may take many forms including questionnaires, surveys, testimonials, periodic budget or program reviews, advisory committee activities, or formal procedures combining staff and consultant activities.

Unfortunately, evaluation is often casual when all other things are running well, and sometimes reactive when program reductions or budget cuts are imminent.

To gain acceptance, to establish new ventures, and to develop a cadre of persons outside the program who are fully knowledgeable about the program, a regular, formal (written) evaluation is desirable.

When an evaluation is completed, it should be given wide distribution, and should be the basis for a further needs assessment. Although the program may meet current community needs adequately, the challenge remains: "Will it be good enough for tomorrow?" To be enduring, a center or program must have the capacity for change in a timely, orderly fashion.

EVALUATING COMMUNITY SERVICE CENTERS

Following are a series of questions which have been developed over one decade of observations of community service centers. Evaluators would be advised to consider these questions in addition to any statistical analysis of the activities or efficiencies of the interagency programming which is accomplished in community service centers.

Success Factors

1. When and under what circumstances was the concept adopted?
2. Have there been any periods of uncertainty over the concept; how were they overcome?

3. What kinds of problems have arisen and how were they dealt with?
4. What makes some centers more successful than others?
5. What is the most important element contributing to the success?
6. What is the greatest single threat to the continuation of the program?
7. What combinations of elements lead to success in space-sharing and program coordination?

Planning and Programming

1. What roles do the immediate neighborhood and the program patrons play in planning and programming?
2. What motivation devices are used to encourage community participation?
3. How effective is community participation?
4. Is community influence applied in ways other than through the formalized plan?
5. What techniques are used to strengthen programs?
6. What is the mechanism for developing new programs, and for involving additional agencies?

Management

1. How are the facilities managed?
2. How are faculty costs defrayed?
3. Are there different management formssin different centers; if so, why?
4. Has the management form changed since the program began; if so, why?
5. What roles do the several agencies and patron groups play in the management of the facilities?
6. What is done to keep certain patron groups from dominating and shutting out other patron groups?

Impact—What impact have the centers had on the community at large and the immediate neighborhood?

1. Has the amount of vandalism increased or decreased?
2. Have the crime rates changed?
3. Has there been any noticeable change in social conditions in the neighborhood or community?
4. Has the public education program been affected? How?
5. Has there been an impact on public services or on the business community?
6. Have real estate values changed? Were those changes comparable to other parts of the community?

Participating Agency Relationships

1. Is there agency rivalry; how is it dealt with?
2. Have some agencies pulled out of the programs and centers; why? How has that void been filled?
3. What is the extent of co-programming; is it ad hoc or formal?
4. How are new agencies introduced into the facility?
5. What problems have arisen; how were they resolved?

Evaluation

1. How are the centers evaluated? By whom? How often? How are the results used?
2. Has the "centers" program altered the relationships of the School Board and the City Council?
3. Have the centers been a political issue?
4. What do you see as the next level to achieve?
5. How have school (K-12) programs been affected by the centers?

Have We Missed Something?

If you know about or have experienced a strategy, technique, practice, accomplishment (or even failure) which you feel would contribute to the "state of art" for Community Service Centers, we would like to hear from you so that we may consider using it in a future document. In order to give us the greatest help, we would like to know certain things about that project and have included a format on the following page for reporting them to us. If you would prefer not to use the format, a letter or phone call would also be appreciated. Please send your comments to:

Mid-Atlantic Center for Community Education
University of Virginia, School of Education
Ruffner Hall
405 Emmet Street
Charlottesville, Virginia 22903
(804) 924-1981

INTERAGENCY PROJECTS SURVEY

Summary Sheet

Identification

Jurisdiction _____

Project Name _____

Further Info Contact (name, title, address, phone number)

_____

_____

_____

Agencies Involved: _____

_____

Planning Began _____ Completed _____

Operation Began _____ Ends _____

Motivation (Economic necessity or choice; improve or add service; educational, social or cultural option)

_____

_____

_____

Planning (How was project/purpose conceived; at what level was planning conducted—governing board, administrative, operational staff, community group; how was need/resources established)

_____

_____

_____

Authority (Law, contract, memo of understanding, local ordinance, informal agreement)

_____

_____

_____

Community Involvement (Needs assessment; planning activities–workshops, surveys, charettes; advisory committees; participating management role)

_____

_____

_____

Financial Arrangements (Capital sharing, combined budgets, separate accounts in several budgets, back-charge arrangements, grants-in-aid)

_____

_____

_____

Management (Service bureau operation, landlord-tenant arrangements, community education format, program/project manager; other)

_____

_____

_____

Service or Staff Sharing (Coordination of efforts, co-location,consortia)

_____

_____

_____

Physical Space/Equipment Sharing (Hours on weekdays, weekends, holidays; joint use or separate time periods; governmental agencies only or private and commercial groups; replacement and repair responsibilities)

_____

_____

Evaluation (By design or information; who will/did evaluate)

_____

_____

_____

Chapter VIII

WHERE TO FIND MORE HELP

For those interested in developing interagency programs, improving service networks, or creating community service centers, the following will be helpful. We have compiled short descriptions of:

- Advisors and helpers who can provide technical assistance and who develop or compile print material for further enlightenment;
- Places where it has happened which can be visited in the Mid-Atlantic region; and
- Literature which records the experiences, theories and models of advocates and practitioners. We have tried to avoid journal articles in favor of more complete publications which deal with more than one aspect of the issue.

RESOURCE OR SERVICE

Assistance may be obtained from several agencies and from persons connected with these agencies who have had extensive experience in bringing about change in the way essential human services are delivered in local communities, and with the development of interagency programs and community service centers. Often service is provided at no cost except for the reimbursement of necessary expenses; at other times modest fees are levied. Each is available by telephone, and most offer printed materials.

Mid-Atlantic Center for Community Education

University of Virginia, School of Education
Dr. Larry E. Decker, Director
405 Emmet Street
Charlottesville, Virginia 22903
(804) 924-1981

Through on-site visits, workshops, and resource materials, interested communities will be provided with:

- Assistance in developing a local plan for coordinating comprehensive human services delivered from a secondary school site by a combination of local, public and private agencies.
- Assistance with staffing plans and training for the administration and coordination of a local human services network.
- Assistance in designing a management plan and identifying funding options and sources.
- Assistance in identifying opportunities for co-location, co-programming, and collaboration among agencies.
- Training in designing strategies for implementing a Community Service Center and network.
- Awareness sessions on Community Education and interagency coordination.

In addition to the Mid-Atlantic Center for Community Education, there is a national network of approximately 100 centers in all 50 states involved in community education development and training. For a current listing of community education centers, contact either:

The Charles S. Mott Foundation
Mott Foundation Building
Flint, Michigan 48502
(313) 238-5651

or

National Community Education Association
Suite 536
1030 15th Street, N. W.
Washington, D. C. 20005
(202) 466-3530

Among the materials available from the Mid-Atlantic Center are:

General Reference and Promotional

- ADMINISTRATORS AND POLICYMAKER VIEWS OF COMMUNITY EDUCATION edited by Larry E. Decker and Virginia A. Decker, 1977, 64 pp., 8½ x 11, $3.00.
- CITIZEN PARTICIPATION . . . WHAT OTHERS SAY . . . WHAT OTHERS DO by John W. Warden, 1977, 24 pp., 8½ x 11, $1.00.
- PROCESS PERSPECTIVE: COMMUNITY EDUCATION AS PROCESS by John W. Warden, 1979, 96 pp., 6 x 9, $4.95
- PUBLIC SCHOOLS: USE THEM, DON'T WASTE THEM edited by Michael H. Kaplan, 1975, 12 pp., 5½ x 8½, single free, $12.00 per 50.
- WHAT OTHERS SAY ABOUT COMMUNITY SCHOOLS edited by John W. Warden, 1976, 16 pp., 5½ x 8½, single free, $13.00 per 50.

Instructional and Training

- COMMUNITY EDUCATOR'S GUIDE TO ADULT LEARNING by Leroy Miles and Steve R. Parson, 1978, 32 pp., 6 x 9, $1.00.
- COMMUNITY EDUCATION INTERACTION EXERCISES by John W. Warden, 1978, 96 pp., 8½ x 11, $3.95.
- MANAGEMENT RESOURCE MANUAL compiled by Guy Faust and Patty Komko, 1979, 620 pp., 8½ x 11, $25.00.
- MULTICULTURAL/COMMUNITY EDUCATION: AN EXPLORATION OF A RELATIONSHIP FOR EDUCATIONAL IMPROVEMENT by Donna Hager Schoeny and James H. Bash, 1980, 6 x 9, 24 pp., $2.00.
- ROLE GUIDE SERIES (1) Citizen (2) School Board (3) Superintendent (4) Principal (5) System-wide Coordinator (6) Building Coordinator (7) Special Needs (8) Community College (9) Leisure Services (10) Cooperative Extension (11) Government Agencies, single $1.00 each or complete set, $8.25.
- WORKING PAPERS ON ISSUES IN COMMUNITY EDUCATION VOLUME I, 1979, edited by Michael H Kaplan, 1979, 123 pp., 8½ x 11, $6.75.

Research and Technical Reports

- AN ASSESSMENT OF RESEARCH NEEDS IN COMMUNITY EDUCATION by Bruce M. Gansneder, Barbara Rochen and Dabney Lewis, 1980, 89 pp., 8½ x 11, $3.75.
- THE COMMUNITY EDUCATION COORDINATOR: SOURCES OF JOB SATISFACTION AND DISSATISFACTION by Bunny G. Sheppard, 1979, 79 pp., 8½ x 11, $3.75.
- CITIZEN PARTICIPATION ISSUES by Nancy C. Cook, 1979, 114 pp., 8½ x 11, $5.75.
- FACILITY USE PATTERNS by Nancy C. Cook, 1979, 67 pp., 8½ x 11, $3.75.
- INTERAGENCY RELATIONSHIPS by Nancy C. Cook, 1979, 84 pp., 8½ x 11, $4.75.
- INTERFACE: LIFELONG LEARNING AND COMMUNITY EDUCATION by Marcie Boucouvalas, 1979, 73 pp., 8½ x 11, $3.75.

- MANAGING UNDERUTILIZED SCHOOL FACILITIES RESULTING FROM DECLINING PUPIL ENROLLMENT: A CASE STUDY by Joseph Ringers, Jr., 1980, 66 pp., 8½ x 11, $5.78.
- ETHNOGRAPHIC AND QUALITATIVE METHODS IN EDUCATIONAL RESEARCH: A SELECTED ANNOTATED BIBLIOGRAPHY by Michael H. Kaplan, Diane Galbreath and Caroline Vargas, 1980, 60 pp., 8½ x 11, $4.75.
- EVALUATION OF A HUMAN SERVICE PROGRAM: KANAWHA COUNTY, WEST VIRGINIA: EXECUTIVE SUMMARY by Terry A. Schwartz, Michael H. Kaplan, Anne G. Coughlin, and John A. Stamp, 1980, 25 pp., 8½ x 11, $2.00.

Council of Educational Facility Planners

29 West Woodruff Avenue
Columbus, Ohio 43210
(614) 422-1523

Dr. Dwayne E. Gardner, Executive Director
Dr. William S. DeJong, Director of the Center for Community Education Facility Planning

CEFP is a private, nonprofit, professional association composed of educators, planners, architects and engineers. With funding from the Charles Stewart Mott Foundation, CEFP established the Center for Community Education Facility Planning, which provides training, technical assistance, and materials development.

Technical assistance is provided on a scheduled request basis. Cost is based on ability to pay; thus, individuals and organizations without financial resources are provided the same opportunity for assistance as those with the financial resources. Workshops, seminars and institutes can be scheduled and are often conducted in cooperation with other organizations, agencies and associations.

Short-Term Technical Assistance: On-site assistance (usually one-three days) is available to local communities and organizations with problems relating to planning, interagency cooperation and community facilities.

Long-Term Technical Assistance: On-site assistance to communities is given for an extended period of time in areas of planning, interagency cooperation, and community facilities.

Workshops, Seminars, Institutes: Training programs are given in participatory program planning and facility planning for reuse, renovation, and construction of public facilities.

Reference Library: Journals, books, newsletters on community planning, interagency cooperation, facility design, funding and enrollment trends have been compiled. Interested individuals can use the collection on-site at CEFP or request references or bibliographies.

Planning assistance services are provided by CEFP, with cooperation from EFL.

Among the materials available from CEFP are:

Funding Sources for Community Facilities: A guide to federal and regional sources of funding for single-use and multiple use community facilities. Concentrating on federal and regional sources, it provides program descriptions, eligibility requirements, and contacts. (1979, $3.25)

Surplus School Space—The Problem and the Possibilities: An "awareness tool" for the community faced with the situation of excess school space. Clarifies the issue and opens new possibilities and alternatives to the reader. (1978, $3.50)

Resource Directory. A listing of resource persons and organizations that can facilitate cooperative planning and/or provide technical expertise in various facets of facility planning and development. (Free—Available September, 1980)

Energy and Community Use of Public Buildings: A resource monograph on energy consumption effects of community use of facilities and extended day and evening use of public buildings. Includes recommendations to increase the effectiveness of operating public facilities. This study is the result of an energy consumption analysis of school buildings in Ohio. ($3.00—Available June, 1980)

Planning Assistance Kit: The Community Planning Assistance Kit is intended for direct use in planning efforts. Materials in the kit are not copyrighted and are designed for easy duplication. The Kit has been distributed to all Community Education Centers and other selected agencies and organizations. To obtain information for loan copies, contact CEFP.

The Center for Community Change

1000 Wisconsin Avenue, N. W.
Washington, D. C. 20007
(202) 338-3564

Provides technical assistance to local community-based organizations. The Center also publishes a series of Citizen Action Guides on federal programs which may be useful to persons wanting more information on the requirements under General Revenue Sharing, Block Grant and CETA programs, and others.

Among the materials available from CCC are:

Subscription to publications $10.00/year
Subscription includes the newsletter, Federal Programs MONITOR (four-five a year), and one copy of the Citizens' Action Guides as they are published. Subscriptions are given without charge to local nonprofit community organizations with limited budgets. We ask that community organizations which can afford the fee pay it. Local, state, and federal government agencies; academic institutions; hospitals; libraries, etc., are required to pay the fee.

Citizens' Action Guides

No. 1 Community Development Block Grants: A Monitoring Guide. . . . . $ .50

No. 2 General Revenue Sharing: Influencing Local Budgets (Revised, October, 1978) $1.50

No. 3 The Comprehensive Employment and Training Program (Revised, April, 1979) $1.50

No. 4 Citizen Involvement in Community Development: An Opportunity and a Challenge (Revised, November, 1978) $1.50

No. 5 Citizen Involvement in the Local Budget Process (September, 1978) $1.50

Rural Development Programs (A Simulation) (1979) $2.50

Newsletters

Catalyst: Helping Community Groups Get Involved in CETA (Available without charge from the National CETA Resource Center, CCC).

CD Citizen (Available without charge from the National Citizens' Monitoring Project on the Community Development Block Grant Program, CCC).

Educational Facilities Laboratories

680 Fifth Avenue
New York, New York 10019
Alan C. Green, President

EFL develops and disseminates information materials and advises institutions—including schools and colleges, government agencies, organizations and others—in the areas of energy conservation, enrollment decline, facilities planning and management, and cooperative planning. EFL is a division of the nonprofit Academy of Educational Development.

Among the materials are:

Community School Centers: A resource book outlining issues and illustrating examples of community school centers—planning, managing, designing, using surplus school space. (1979, $6.00)

The Secondary School-Reduction, Renewal, and Real Estate: An early warning of the forthcoming decline in enrollment in high schools, and suggestions for reorganizing schools to prevent them from becoming empty and unproductive. (1976, $4.00)

Surplus School Space: Options and Opportunities: Documents options for school districts with surplus school space—increased career and special education programs; widened educational, social and community services; housing and commercial development. Advises how to project enrollments and decide whether or not to close schools. (1976, $4.00)

Enrollment Decline and the High School: Crisis or Opportunity?: A slide and script presentation available for conferences and workshops.

PLACES WHERE IT HAS HAPPENED

(Virginia and other states within the Mid-Atlantic area of service)

Arlington, Virginia

- Arlington Career Center, 816 South Walter Reed Drive (703/979-6220). Combined career and technical education for school-age youth with out-of-school youth and adults. Also includes a public branch library with emphasis on technical publications. A human resource service satellite station shares the site. Opened about 1975.
- Thomas Jefferson Junior High and Community Center, 125 South Old Glebe Road, 22204 (703/558-2157) (Facility Manager). Jointly owned and operated facilities which service school programs for youth and all ages of non-school persons with recreation, continuing education and civic programs. Opened 1972.
- Charles Drew School and Community Center, Kemper Street South. Programs are for preschool to elderly age ranges; from formal education through social programs. Community occupies space resulting from desegregation actions and pupil enrollment decline.

Alexandria, Virginia

- Potomac West Community Center, 2419 Mt. Vernon Avenue. Provides social services, emergency assistance, employment opportunities and training, referral, outreach counseling, education and special programs to surrounding neighborhoods. Combines activities of several community organizations and agencies at a convenient location. Funded by Community Development Block Grant Office, CETA Program and AOEO; operated by the Alexandria Office of Economic Opportunities (AOEO).

Fairfax, Virginia

- Groveton High School, Fairfax County (Quander Road). Community involvement in planning and design so that the school would "be the focal point for the community and . . . serve the community." A Community Education model.
- Fairfax City High School. Funded by the city to allow significantly different facilities from other County schools. Exceptionally fine theatre, shop and athletic facilities available to community by "Community Affairs Coordinator," a city-school board employee who is also director of recreation for the city.
- Great Falls Elementary School No. 2. Former NIKE site, acquired by Parks. School permitted to use site. Recreation Department funded extra cost of larger gym for community purposes, and performing arts groups expected to pay cost of stage improvements for community theatre.
- Hemlock Overlook Environmental Studies Center, Northern Virginia Regional Park Authority (Near Clifton, Fairfax County). Constructed by Fairfax County vocational education students, regional park authority land; public facility will also be used by Fairfax and Northern Virginia students and groups (overnight facility).

Falls Church, Virginia

- George Mason Jr.-Sr. High School. A combined Jr.-Sr. High School with expanded programs following the community education model.

Portsmouth, Virginia

- Manor High School, Portsmouth. Community involvement in use of facilities, programs, theatre, planetarium, library, recreation, adult education.

Virginia Beach, Virginia

- Pendleton Project, Virginia Beach. Unites schools, social services, public health, mental health, and court services to help troubled youth.

Delaware

- Howard (High School) Education Park, Wilmington, Delaware. Day care facilities, urban studies program, adult education, career development center, arts center.

District of Columbia

- Garnet C. Wilkerson Elementary School, Erie and Pomeroy Streets, S. E. Includes community library which services school.
- Morgan Elementary School, Champlain Street, N. W. Includes health care unit as well as crisis center, theatre for community arts, craft rooms, gym/pool.
- Fort Lincoln Elementary School No. 1. Prototypical model for new town, in D. C. 750 students, school and welfare office, health center, preschool unit, community multipurpose areas.
- Washington-Highland Community School, 8th and Yuma Streets, S. E. 20032. Includes Human Resources units, adult education, welfare food distribution, nutrition counseling, golden age program. Also O.E.O. unit—day care center, bureau of youth services, community care division, legal services, D. C. Department of Manpower Development—vocational training employment.

Maryland

Multi-Service Community Centers are functioning in four local education agencies. Each center provides programs and services designed to meet recognized local needs.

- Anne Arundel County, South River Senior High School, 201 Central Avenue, Edgewater, Maryland 21037, Ms. Sharon S. Vogel, Coordinator, Multi-Service Community Center, 956-5600. Information and referral for all county services. External high school diploma. General Education Development programs. Vocational skill training. Employment counseling and placement. Adult Basic Education programs. Career information and counseling. Recreation and leisure time activities.
- Charles County, McDonough High School, Pomfret, Maryland 20675, Mrs. Rosellen Harmon, Coordinator, Multi-Service Community Center, 934-4077. High School diploma. Job skills training; employment counseling; recreation and leisure time activities; career information, assessment, and counseling; general education development programs; Adult Basic Education programs; information and referral for all county services.
- Queen Anne's County, Queen Anne's County High School, Centreville, Maryland 21617, Mr. Eric Hopkins, Coordinator, Multi-Service Community Center, 758-0500. Career information, assessment, and counseling; information and referral to all community agencies; Adult Basic Education programs; employment counseling; career counseling services for special education students; job skills training.
- Somerset County, Washington Senior High School, Princess Anne, Maryland 21853, Mr. Conal Turner, Coordinator, Multi-Service Community Center, 651-0480. External high school diploma; vocational training; employment counseling and placement; General Education Development programs; Adult Basic Education programs; career information and counseling; information and counseling; information and referral; recreation and leisure time activities.

- Paul Laurence Dunbar High School and Community Center, Baltimore, Maryland. 1600 capacity high school includes day care center with infant care of students' babies; social services—food stamps, counseling; office for the mayor; Social Security office; Department of Public Works complaint office; manpower—counseling, placement; juvenile services—counseling; Model Cities Agency office; Maryland Department of Parole and Probation; youth service program. Opened Fall, 1974.
- Inner Harbor Campus, Community College, Baltimore, Maryland. A planned part of a comprehensive reconstruction program including commercial and governmental facilities to link work-study opportunities located conveniently for patrons and permitting the reduction of costs.
- Maryland State Department of Education, Adult and Community Education Branch, 200 West Baltimore Street, Baltimore, Maryland 21201, 301/659-2361. The MSDE serves as the primary initiating and coordinating agent for the Multi-Service Center Program. For a current listing and related information, contact the Adult and Community Education Branch.

LITERATURE

The printed materials have been divided into four sections:

A. Planning for collaborative activities and community centers;
B. Operating the building;
C. Networking and collaboration; and,
D. Miscellaneous.

Printed materials offered by the agencies listed in the beginning of this chapter are not repeated here.

A. PLANNING FOR COLLABORATIVE ACTIVITIES AND COMMUNITY CENTERS

THE POTENTIAL ROLE OF THE SCHOOL AS A SITE FOR INTEGRATING SOCIAL SERVICES

Baillie, Susan; Dewitt, Laurence; O'Leary, Linda Schluter, 1972

Potential for sharing and parallel use of school space is discussed along with legal, racial integration, and administrative factors. Potential for school role and parental involvement described. Available from: Syracuse University—Research Corp.
Merrill Lane, Skytop
Syracuse, NY 13210
$2.00

A PROCESS MODEL FOR COMMUNITY PROBLEM SOLVING: A MANUAL

Describes ten-step model for community problem solving which cuts across agency boundaries. 1979. Available from: Institute for Community Education Development
Ball State University
223 N. McKinley
Muncie, Indiana 47306
$1.50

A GUIDE TO NEEDS ASSESSMENT IN COMMUNITY EDUCATION
Bowers and Associates, 1976

Contains suggested methods for the conduct of a community needs assessment which involves the community in the assessment and reaches consensus on the proposed program. Available from: Supt. of Documents
U.S. GPO
Washington, D. C. 20402
$.55 each, minimum charge of $1.00 per order

PLANNING AND ASSESSMENT IN COMMUNITY EDUCATION
Burbach, Harold J.; Decker, Larry E., editors, 1977

Describes community involvement in the planning process and program evaluations techniques. Available from: Pendell Publishing Co.
Box 1666
Midland, Michigan 48640

LET'S COOPERATE
The Committee for Recreation/Education Cooperators, September, 1979.

A handbook for recreation/park and education agencies with illlustrative materials and guides for analyzing various aspects of cooperative ventures focusing on opportunities in California. Available from: Carol Iddins, Project Coordinator
Calif. Park & Recreation Society
1400 K Street, Suite 302
Sacramento, California 95814

STRATEGIES OF COMMUNITY ORGANIZATION
Cox, Fred M.; Erlich, John L.; Rothman, Jack; Tropman, John E.; 1974.

A book of compilation of techniques and strategies concerning politics, power, planning, and social action. Available from: F. E. Peacock Publishers, Inc.
Itasca, Illinois

"PARTICIPATORY PLANNING" COUNCIL OF EDUCATIONAL FACILITY PLANNERS JOURNAL
DeJong, William S., July/August 1980.

A synopsis of a *Planning Assistance Kit* developed by Educational Facilities Laboratories and CEFP. This article is followed by description of applications of the process by three communities. Available from: CEFP
29 W. Woodruff Avenue
Columbus, Ohio 43210
$3.00

COORDINATION IN HUMAN SERVICES
Epstein, Ruthe, February, 1978.

Describes the development of intergovernmental human services coordination experiences in Maryland. Available from: Maryland State Department of Planning
301 West Preston Street
Baltimore, MD 21201

GUIDEBOOK FOR HUMAN RESOURCES PLANNING
Epstein, Ruthe, c. 1978

Describes benefits of a comprehensive planning process built on a coordinated approach to assessing and meeting community needs. Available from: Maryland State Department of Planning
301 West Preston Street
Baltimore, MD 21201

MULTI-SERVICE CENTER STUDY
December, 1976

Describes alternative multi-service center systems for the delivery of human services (not including K-12 education). Available from: Maryland State Department of Planning
301 West Preston Street
Baltimore, MD 21201

CREATING COORDINATION AMONG ORGANIZATIONS (NORTH CENTRAL REGIONAL EXTENSION PUBLICATION 80)
Mumford, Charles L.; Klonglan, Gerald E., August, 1979.

Describes the options, barriers, and facilitators of interagency coordination together with a model and set of self-help worksheets for use by local change agents. Available from: Cooperative Extension Service
Iowa State University
Ames, Iowa 50011

KEYS TO COMMUNITY INVOLVEMENT
c. 1979

Full set of 15 KEYS TO COMMUNITY INVOLVEMENT GUIDES
412-11103 ..... $24.00

INDIVIDUAL GUIDEBOOKS

1. Community Groups: Keeping Them Alive and Well
   412-11103 ..... 2.00
2. Group Decision Making: Styles and Suggestions
   412-11105 ..... 2.00
3. Problem Solving: A Five-Step Model 412-11107 ..... 2.00
4. Planning for Change: Three Critical Elements 412-11109 ..... 2.00
5. Personal and Professional Development: An Individualized Approach 412-11111. ..... 2.00
6. Governing Boards and Community Councils: Building Successful Partnerships 412-11113 ..... 2.00
7. Innovative Projects: Making Them Standard Practice
   412-11115 ..... 2.00
8. Successful Projects: Examining the Research 412-11117. ..... 2.00
9. Effective Groups: Guidelines for Participants 412-11119. ..... 2.00
10. Group Progress: Recognizing and Removing Barriers
    412-11121 ..... 2.00

11. Measuring and Improving Group Effectiveness
412-11123 ..... 2.00
12. Finding the "Right" Information: A Search Strategy
412-11125 ..... 2.00
13. Community Surveys: Grassroots Approaches
412-11127 ..... 2.00
14. Using Consultants: Getting What You Want 412-11129 ..... 2.00
15. Group Leadership: Understanding, Guiding, Sharing
412-11131 ..... 2.00

Available from: National School of Public Relations Associates
Dept. 78-78
1801 North Moore Street
Arlington, VA 22209

NEEDS ASSESSMENT IN EDUCATION

Pundiak, Jean; Barnard, Betsy; and Brizius, Martine, February, 1974.

Describes comprehensive planning process and gives general information about needs assessment which can be adapted to planning community service centers. Describes four widely accepted models. Available from: State Department of Education
Bureau of Planning
225 West State Street
Trenton, NJ 08625

IDENTIFYING COMMUNITY POWER ACTORS: A GUIDE FOR CHANGE AGENTS (NORTH CENTRAL REGIONAL EXTENSION PUBLICATION 59)

Tait, John L.; Bokemeier, Janet L.; Bohlen, Joe M., 1978.

Describes the positional, reputational, decision-making, and social participation methods of identifying members of the community power structure. Available from: Cooperative Extension Service
Iowa State University
Ames, Iowa 50011

CREATING INTERAGENCY PROJECTS . . . SCHOOL AND COMMUNITY AGENCIES

Ringers, Joseph, Jr., 1977.

This publication is based on the premise that sharing is basic in interagency programs and that conservation of energy and resources is both a proper and attainable objective. It discusses the basic principles and concepts, leadership, strategies and techniques, influencing bureaucracies, problem solving, creating new linkages, and operational aspects. Available from: Community Collaborators
P. O. Box 5429
Charlottesville, VA 22905
$3.95

THE BASIC STEPS OF PLANNING

Young, Ken M., 1978.

Highlights planning steps; it covers the areas of focusing planning efforts, determining goals and priorities, identifying resources and restraints, formulating objectives,

generating alternative methods, analyzing and selecting the best methods, developing a plan of action, and assessing and modifying the plan. Available from:
Community Collaborators
P. O. Box 5429
Charlottesville, VA 22905
$1.50

B. OPERATING THE BUILDING

JOINT OCCUPANCY
Baas, Alan M., December, 1973.
A summary of research and literature. Available from: ERIC Clearinghouse on Educational Management
University of Oregon
Eugene, OR 97403

MUNICIPAL LEASING: ITS ROLE IN COMMUNITY DEVELOPMENT WITH EMPHASIS ON SURPLUS SCHOOLS
Hughes, Paul S., September, 1980.
Examines the potential and financial feasibility of using the lease arrangement for converting surplus school space into community development catalysts. Its unique contribution is the focus on tax and ownership benefits which attach to public facilities should the private sector be accorded title or rights to all or a portion of a school.
Available from: Government Finance Research Center
Municipal Finance Officers Assn.
1750 K Street, N. W., Suite 650
Washington, D. C. 20006

COMMUNITY/SCHOOLS: SHARING THE SPACE AND THE ACTION
Malloy, Larry, 1973.
The legal, liability, financing, planning, and governance of centers in which schools and community service agencies share space and programs. Available from:
EFL
680 Fifth Avenue
New York, NY 10019

COMMUNITY/SCHOOLS AND INTERAGENCY PROGRAMS
Ringers, Joseph, Jr., 1976.
A guide to forming partnerships, participative decision making, programming with or without building, legisltation, financial, management and plant planning for multi-use and multi-agencies. Available from: Pendell Publishing Co.
Box 1666
Midland, Michigan 48640
$12.95

INTERAGENCY COOPERATION WILL BUILD TOMORROW'S SCHOOLS
Ringers, Joseph, Jr., American School and University, March, 1973.

Describes how to start interagency programs, and to plan and construct multi-use facilities.

C. NETWORKING AND COLLABORATION

Appley, Dee G. and Winder, Alvin E. (Eds.). Collaboration in work setting. *Journal of Applied Behavioral Science*, 1977, *13*, entire issue.

This issue of JABS contains a number of interesting articles written by the leaders in the field. It is a good introduction to the topic.

Cain, Bonnie J., *Issues in Collaborative Program Development: Extrapolations from a Workshop*. Amherst, MA.: Center for International Education, 1977.

A description of interagency collaboration among nations.

C/O JOURNAL OF ALTERNATIVE HUMAN SERVICES, Spring 1978 (Vol. IV, Issue 1).

Several useful articles:

"Community Education: An Overview"

"Community-based Human Services: An Overview"

"Benefits of Collaboration"

"Agency Cooperation: A Strategy for Service"

"Collaborative Programs" in Atlanta, Chicago, Newton (Mass.) and Ocean Beach (Calif.).

Available from: Community Congress of San Diego
1172 Morena Blvd.
San Diego, Calif. 92110

Dosher, Anne, "Networking the Vision." *Journal of Alternative Human Service*. n.d.

This article plus several other case studies in networking in the same issue (Malcolm Shookner's "Network: The Process" and John Covert "Networking: Three Illustrations") provide an introduction to networking.

Fields, Suzanne, "Mental Health Networks: Extending the Circuits of Community Care." *Innovations*, Spring, 1980, 2-13.

A fascinating account of how a professional network merged with the natural helping network in an urban neighborhood.

Gross, Ronald, "Networking Improves Student Services and Sparks Institutional Renewal." *Planning for High Education*, June, 1979, 1, 9-14.

A description of one of the more long lasting networks in the country. The University of Massachusetts network assists in coordinating student services at a large university.

Lippett, Ronald (Ed.). *Journal of Voluntary Action Research*. January, 1981.

The issue of the Journal is devoted entirely to interagency collaboration. Of particular interest are several case histories on collaboration between majority and minority groups.

Sarason, Seymour B. and Lorentz, Elizabeth. *The Challenge of Resource Network*. San Francisco: Jossey-Bass Publishers, 1979.

The clearest explanation available of what is meant by networking in human services.

Schinder-Rainman, Eva and Lippett, Ronald. "Toward Interagency: Collaboration." *Volunteer Administration.* 1977, X, 1-7.

D. MISCELLANEOUS

CONCEPTUAL BLOCKBUSTING: A GUIDE TO BETTER IDEAS
Adams, James L. Available from: W. H. Freeman & Company
660 Market Street
San Francisco, Calif. 94104
$3.95

COMMUNITY DEVELOPMENT: CONCEPTS, CURRICULUM AND TRAINING NEEDS
Bottums, John S.

Describes curriculum and training needs for preparing professional community development workers. Available from: National Association of State University and Land Grant Colleges
1 DuPont Circle, N. W.
Washington, D. C.

COMMUNITY SCHOOLS IN RURAL AREAS
Dean, David, January, 1974.

Program elements and needs in rural areas with suggestions for program development. Available from: National Educational Lab Publishers, Inc.
813 Airport Blvd.
Austin, Texas 78702
$1.00

THE FUNDING PROCESS: GRANTSMANSHIP AND PROPOSAL DEVELOPMENT
Decker, Virginia A.; Decker, Larry E., 1978.

The authors of this readable volume emphasize the sequential activities of developing the idea, securing information on sources of public and private funds, researching and establishing contact with potential funding sources, writing the proposal and follow-up procedures, and administering the grant. Available from: Community Collaborators
P. O. Box 5429
Charlottesville, VA 22905
$6.95

VIOLENCE AND VANDALISM IN THE SCHOOLS
1977

Scope and causes of student violence and property damage are described. Positive impact of increased community use of facilities and school responsiveness to community needs are described. Available from: National Community Education Assn.
Suite 536, 1030 15th Street, N. W.
Washington, D. C. 20005
$1.00

COMMUNITY EDUCATION PROVEN PRACTICES–AGENCY COOPERATION
Onesty, Catherine B., c. 1980.
A case study of Gloucester, Virginia. Available from: U.S. Dept. of Education
Community Education Program
ROB No. 3
7th and D Streets, S. W.
Washington, D. C. 20202

DEVELOPING INTERAGENCY COOPERATION
Shoop, Robert J., 1976.
The need for interagency cooperation and use of the school as a delivery center for community services is described. Available from: Pendell Publishing Co.
P. O. Box 1666
1700 James Savage Road
Midland, Michigan 48640
$1.00

AN IDENTIFICATION AND ANALYSIS OF THE LEGAL ENVIRONMENT FOR COMMUNITY EDUCATION
Wood, Erica F., January, 1974.
Covers the extended use of school buildings for non-school purposes. Available from:
Journal of Law and Education
728 National Press Building
Washington, D. C. 20004